



GOVERNMENT OF MAHARASHTRA

**REPORT OF THE
SPECIAL COMMITTEE
FOR STUDYING THE WORKING OF
FOREST LABOURERS' CO-OPERATIVE
SOCIETIES, MAHARASHTRA STATE**



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Chapter I

INTRODUCTORY

Appointment of the Committee

By Government Resolution, Food, Agriculture and Forests Department, No. FLC. 2363/20447-II-E, dated the 20th June, 1963 [*vide* Appendix I(a)], the Government of Maharashtra set up a Special Committee for studying the working of the Forest Labourers' Co-operative Societies. The Committee consisted of the following members :—

1. Shri P. K. Sawant, Minister for Home—*Chairman*.
2. Shri D. Z. Palaspagar, Minister for Forests—*Convenor*.
3. Shri S. G. Barve, Minister for Finance.
4. Shri M. D. Choudhary, Minister for Public Health.
5. Shri H. G. Vartak, Deputy Minister for Education.
6. Shri B. J. Khatal, Deputy Minister for Co-operation.
7. Shri S. L. Kadam, Deputy Minister for Forests.
8. Shri D. N. Wandrekar.
9. Shri D. M. Bidkar.
10. Shri P. S. Deshmukh, Chairman, Zilla Parishad, Thana.
11. Dr. M. M. Vairagade, M.L., district Chanda.
12. Shri Venkatrao Dhobi, M.L.A., Boradi, taluka Shirpur, district Dhulia.
13. Shri D. Y. Pawar, M.P., Chief of Surgana.
14. Shri J. G. Natwadkar, Nandurbar, district Dhulia.
15. Shri Vasantrao Naik, M.L.A., Nasik.

2. By a subsequent Government Resolution, Agriculture, Food and Forests Department, No. FLC-2363/20447-II-E, dated 11th July, 1963 [*vide* Appendix I(b)], Government appointed the following additional members on the Committee :—

1. Shri K. S. Sonavane, Minister for Co-operation.
2. Shri V. B. Worlikar, 164, Koliwada, Bombay-18.

Terms of Reference

3. The terms of reference of the Committee were as under :—
- (i) to study all aspects of the Forest Labourers' Co-operative Societies' movement in the State ;
 - (ii) to investigate the difficulties in respect of coupe working ; and
 - (iii) to suggest measures for developing the movement.

Progress of work

4. The first meeting of the Committee was held on 3rd July 1963 and it was decided to issue a questionnaire to the parties connected with the movement with a view to obtaining their views. A sub-committee consisting of Shri B. J. Khatal, Deputy Minister for Co-operation as Chairman and Shri D. N. Wandrekar and Shri Vasantao Naik as members was appointed to prepare the questionnaire. The sub-committee accordingly prepared the questionnaire in 5 parts A, B, C, D and E. The questionnaire is given in Appendix II. The following table shows to how many parties the questionnaire was sent and from how many parties replies were received :—

Serial No.	Part of the Questionnaire	issued to	Replies received from
1	Part A	.. 326 Forest Labourers' Co-operative Societies ..	76
2	Part B	.. 7 District Co-ordination Committees ..	4
3	Part C	.. 17 Sponsoring Agencies ..	3
4	Part D	.. 3 Heads of Departments of Forest, Co-operation and Social Welfare. ..	3
5	Part E	.. 203 prominent individuals ..	33

5. The Committee had also decided to conduct an on-the-spot investigation by visiting certain areas in which the Forest Labourers' Co-operative Societies are functioning. Accordingly the Committee visited certain coupes run by these co-operatives and took the opportunity of discussing the various aspects of the working with the workers and other interested individuals during the course of its visits to the coupes and the meetings convened at different places. A list of the societies visited and the meetings convened by the Committee is given in Appendix III.

Condolence

6. The Committee was appointed under orders of the late Shri M. S. Kannamwar, the then Chief Minister of Maharashtra. He died suddenly on the 24th November, 1963, after a short illness resulting in an irreparable loss to the State and the country. The Committee places on record its high sense of appreciation at his devotion to the cause of the jungle folks specially the Adiwasis inhabiting the jungle areas and his efforts to raise their status—social and economic. The Committee offers its heart-felt sympathies to the bereaved members his family.

Reconstitution of the Committee

7. Consequent on the formation of a new Ministry in the State after the death of the late Shri M. S. Kannamwar, the Committee was reconstituted under Government Resolution, Agriculture, Food and Forests Department, No. FLC-2363/20447-III-E-(1), dated the 8th December, 1963 (*vide* Appendix I(c)). According to this Government Resolution read with Government Resolution, Agriculture, Food and Forests Department, No. FLC-2364/20447-II-E-1, dated the 3rd March 1964 (*vide* Appendix I(d)) the latter having been issued on account of the subsequent change in the portfolios of some of the Ministers, the reconstituted committee stood as follows, the terms of references being the same :—

1. Shri P. K. Sawant, Minister for Agriculture—*Chairman*.
2. Shri M. D. Choudhary, Minister for Education and Forests—*Convenor*.
3. Shri D. Z. Palasagar, Minister for Prohibition.
4. Shri S. G. Barve, Minister for Industries.
5. Shri K. S. Sonawane, Minister for Co-operation.
6. Shri H. G. Vartak, Deputy Minister for Public Health, Khar Lands and Fisheries.
7. Shri B. J. Khatal, Deputy Minister for Co-operation, Food and Civil Supplies.
8. Shri R. A. Patil, Deputy Minister for Revenue and Forests.
9. Shri D. N. Wandrekar.
10. Shri D. M. Bidkar.
11. Shri P. S. Deshmukh, Chairman, Zilla Parishad, Thana.
12. Dr. M. M. Vairagade, Muk, District Chanda.
13. Shri Venkatrao Dhobi, M.L.A. Boradi, Taluka Shirpur, District Dhulia.
14. Shri D. Y. Pawar, M.P., Chief of Surgana, Nasik.
15. Shri J. G. Natwadkar, Nandurbar, District Dhulia.
16. Shri Vasantao Naik, M.L.A., Nasik.
17. Shri V. B. Worlikar, 164, Koliwada, Bombay-18.

Chapter II

DEVELOPMENT OF THE MOVEMENT

It was in the fitness of things that the Evaluation Committee appointed by the old Bombay Government in 1958 has devoted a chapter to the historical review of the movement. Here we need not reiterate the whole ground already covered by that Committee. We may confine ourselves mainly to the period 1958 to 1964. The Report of that committee was published by the Maharashtra Government quite recently i.e. in 1964. This committee had been appointed to go into the question of these societies as per the terms of references.

The main inhabitants of the forests in the Maharashtra State are the Adivasis or aboriginals. Their population according to the 1961 census is 21,87,000. It may here be mentioned that according to the census authorities there are no Adivasis in the districts of Buldhana, Akola, Wardha, Nagpur and Bhandara. This does not appear to be correct for Tribal or Advasi Development Blocks have been allotted to certain regions in these districts. If about three and half lakhs is taken as their population in these five districts, the total population of the Adivasis will be roughly 25 lakhs in the State.

The condition of the forest folks is wretched in the extreme. Most of them are illiterate. Economically they are practically 'destitutes' to use the words of the Dhebar Commission. Their chief source of living is agriculture practised in a primitive way. Here it may be pointed out that nearly 20 to 25 per cent. of the forest folks are landless labourers while 70 per cent. have land enough to maintain them for 2 to 3 months in the years and hardly 5 per cent. have enough land. Their secondary occupation is work in the forests. But hardly 15 to 20 per cent. of the forest folks find employment therein and that too for a period of 3 months at the most. At the same time their population is increasing at the rate of 2 per cent. per year. This means that conditions of semistarvation prevail in the Adivasi areas as pointed out by the Dhebar Commission.

To ameliorate these conditions the movement of these co-operatives was started in 1947 by the then Chief Minister the late Shri B. G. Kher. It made a steady progress as pointed out by the Evaluation Committee. The Co-operatives have resulted in elimination of the

middleman contractor but they have not been able to provide additional employment to the large number of forest folks whose unemployment problem is most acute.

The appointment of the Dhebar Commission i.e. the Commission for Scheduled Areas and Scheduled Tribes under Article 339 of the Constitution appointed in April, 1960 and of the Working Group with Shri P. M. Bhargav as its chairman appointed in June 1961 to study the progress of co-operation amongst the backward classes are two landmarks in the progress of the movement during this period. Both the Dhebar Commission and the Bhargav group toured the Maharashtra Jungle area, studied the working of the societies and discussed with the officers concerned as well as the social workers the problems of these Societies and have expressed their satisfaction at the progress of the movement. The Commission has made certain recommendations in paragraph 61 of its report. Two of them are quoted below :—

(ii) "Government should accept as a policy that as far as possible, it will take steps to eliminate the middleman between the inhabitants of the forests and the Forests Department in relation to the exploitation of forests. The system of monopoly which at the moment operates, must in any case be ended."

(vii) "For the purpose of mobilising the labour and its economic and efficient uses and for the purpose of increasing the tribal's will, skill and resources of income, the Forest Department should assist in organising F.L.C. Societies. A period should be fixed to cover the entire forest area with such societies and all work would be entrusted to them."

Similarly the Bhargav Group has not only given its impressions about what it saw during its tour in the introductory chapter of its report but has devoted a special chapter No. VI to this movement. The Group has recommended the Maharashtra and Gujarat pattern to the rest of India.

All the three F. Y. Plans have proposed that this movement must cover the whole country. They have accordingly made liberal provisions for its speed. Under the 3rd plan it is proposed to organise 165 such societies in Maharashtra at the rate of 33 societies per year. Thus by the end of the 3rd plan, there will be about 431 societies established in the State. With the present rate of expansion it should

be possible to bring the entire Forests Area within the Co-operative fold by the end of the 5th Plan.

As regards the details of the different items covering this movement some idea may be had from the latest report (1960-61) of the working of these societies prepared by the Planning Committee. Some of these items are given below :—

- (a) *Audit Classification*.—A class 10 per cent, B class 46 per cent, C class 40 per cent, D class 4 per cent.
- (b) *Membership*.—In all there were 26992 members of the 266 societies.
- (c) *Management*.—One of the objectives of the movement is that the complete management of these co-operatives and their working should be with the forest folks so far as the forest labourers co-operative societies are concerned.
- (d) *Financial position*.—To have a grasp of the financial position of the societies comparative figures for the years 1959-60 and 1960-61 are given below :—

Serial No.	Particulars	Figures for 1959-60	Figures for 1960-61
1	2	3	4
		Rs.	Rs.
1	No. of Societies	212	266
2	No. of Members	23,457	26,992
3	No. of Societies which were allotted coupes,	150	180
4	No. of coupes worked by the Societies	270	332
5	Share Capital	6,37,078	8,53,472
6	Reserve Fund	6,27,252	7,43,729
7	Other Funds	6,86,835	15,12,017
8	Labour Charges paid	23,43,868	27,16,646
9	Transport Charges paid	19,88,198	21,57,470
10	Bank loan outstanding	2,85,212	4,68,340
11	Dues of the Forest Department towards up-set price,	8,37,574	2,75,988
12	Sundry expenditure	6,57,872	5,80,541
13	Sales effected during the year	99,61,795	1,02,08,894
14	Stock on hand	36,73,831	3,44,332 (Old) 30,74,685 (New)
15	Working Capital	47,11,078	49,98,487
16	Profit	31,66,135	14,00,418
17	Loss	2,74,872	3,53,331

Welfare Activities

Amount spent on social welfare activities by the societies during the year—

1 per cent of wages provided in formula	Grant-in-aid given under plan scheme	Societies' owned funds	Total
Rs.	Rs.	Rs.	Rs.
64,831	42,440	18,852	1,28,133

It may here be noted that what is termed as “welfare activities” is nothing but provision of certain amenities so essential to the workers working in the forest coupes like supply of drinking water or provision of sheds for rest or for meals during the recess, supplementary food etc. This provision is meant for bettering the working conditions of the workers. Despite this fact, the amenities provided are felt to be inadequate.



Chapter III

ROLE OF VARIOUS AGENCIES IN THE MOVEMENT

1. The present set up of the forest labourers' co-operative societies' movement in the State of Maharashtra consists of the following agencies :—

- (1) The State Council for Forest Labourers' Co-operative Societies.
- (2) Federations of the Forest Labourers' Co-operative Societies.
- (3) The District Co-ordination Committees for the Forest Labourers' Co-operative Societies.
- (4) The Sponsoring Agencies.
- (5) Primary Forest Labourers' Co-operative Societies.
- (6) Annual Conference of the Forest Labourers' Co-operative Societies.

2. The composition and functions of the above mentioned various agencies are mentioned below :—

(1) *The State Council for Forest Labourers' Co-operative Societies.*—This is an advisory body at the State level appointed by the Government and composed as under :—

1. The Deputy Minister for Co-operation (*Chairman*).
2. The Deputy Minister for Forests.
3. 6 to 8 social workers to be nominated by the Government so that all the forest areas where forest labourers' Co-operative societies are in existence, are suitably represented.
4. The Secretary to Government, Revenue and Forests Department.
5. The Secretary to Government, Co-operation and Rural Development Department.
6. The Deputy Secretary to Government, Education and Social Welfare Department.
7. The Chief Conservator of Forests or the Additional Chief Conservator of Forests.
8. The Registrar of Co-operative Societies or the Joint Registrar of Co-operative Societies (Industrial Co-operatives).
9. The Director of Social Welfare.
10. A representative of the State Co-operative Bank.
11. The Special Forest Officer for Forest Labourers' Co-operative Societies. (*Secretary*).

The Deputy Secretary, Finance Department, may be invited to attend the meetings of the State Council whenever his presence is considered essential.

The functions assigned to the State Council for Forest Labourers' Co-operative Societies are as follows :—

1. To give directions to plan for the development of the movement of the forest labourers' co-operative societies.

2. To give proper guidance to the divisional federations in the proper functioning of the societies in all matters pertaining to the societies.

3. To decide through a committee of certain members of the Council questions in respect of the working of coupes by the societies and removal of the difficulties arising out of the working of coupes.

4. To recognise suitable organisations as sponsoring agencies of forest labourers' co-operative societies.

5. To give directions as to the manner in which the welfare activities should be carried out by the societies and the sponsoring agencies and the manner in which the available profits should be utilised for the benefit of the forest dwellers.

6. To formulate a phased expansion of the forest labourers' co-operative societies movement in the forest areas so as to fully entrust the work of forest exploitation to the forest labourers' co-operative societies in due course of time.

7. To prescribe service and conduct rules of the secretaries, accountants and other office holders of the societies to be trained and appointed by the divisional federations.

8. To lay down principles and policies for the guidance of the divisional federations, sponsoring agencies etc.

9. To give directions in respect of organisation of the annual conference of the forest labourers' co-operative societies.

The State Council may meet as often as is necessary.

(2) Federations of the Forest Labourers' Co-operative Societies.—

The Evaluation Committee's recommendation to organise federations of forest labourers' co-operative societies on the basis of one federation for each forest division has been accepted by the Government with a proviso that the minimum number of societies to form an independent federation should be ten in such a division. In case the

number of societies in a division is less than 10, a federation should be formed of two neighbouring forest divisions to make a viable unit. If there is more than one divisional federation in a district, the federation in such a district should have a common staff of secretaries etc.

The composition of the divisional federation is as follows :—

1. All primary forest labourers' co-operative societies registered in the area of the federation.
2. Sympathisers interested in the co-operative movement and/or in the economic and social welfare of the forest labourers. The number of such sympathisers should normally be 5 or 10 per cent of the member societies whichever is less.
3. Social service organisation approved by the Government.

The Managing Committee of the Divisional Federation should consist of—

1. Five representatives of the affiliated forest labourers' co-operative societies.
2. Two members from amongst the sympathisers and/or social service organisations.
3. One nominee of the local central financing agency operating in the area.

The first committee of management with a non-official Chairman, is to be nominated by the Government for a period of 3 years which may be extended by one year at the discretion of the Government. The services of the officers of the Co-operation Department are to be placed at the disposal of the divisional federations for a limited period, for appointment as secretaries of the federations and if non-officials preferably from among the forest folks, having sufficient experience of the working of forest labourers' co-operative societies are available, they are to be given preference to work as secretaries of the federations. The managing committee has to transact the business according to the bye-laws of the federation. If the Forest Department or the Co-operation Department find any of the decisions of the managing committee of the divisional federations to be against the interests of the Government or if the nominees of the Central Finance Agencies on the managing committee of the divisional federations or the managing committee of the forests labourers'

co-operative societies find any of the decisions of the managing committees of federations to be against their interest then the appeals against such decisions shall be decided by the State Council.

The functions assigned to the federations are as follows :—

1. To sponsor, supervise and guide the forest labourers' co-operative societies.
2. To recommend allotment of coupes to the Forests Officer concerned.
3. To entertain complaints from affiliated societies with regard to the allotment of coupes made by the forest authorities and to refer them, if considered necessary to the committee constituted by the State Council whose decision shall be final.
4. To render advice and guidance to the societies in the maintenance of accounts, in the proper exploitation of coupes, in the sale of forest produce and in all allied matters.
5. To create and maintain a cadre of secretaries and accountants and to arrange for their training.
6. To formulate a programme of welfare activities of forest workers in accordance with the directives of the State Council and to evolve arrangements for the execution of the same, and
7. To educate and train forest workers in the principles and practice of co-operation, forest conservation and exploitation and thrift.

These federations have been authorised by the Government to collect 2 per cent of the operational cost of coupes from the affiliated societies in addition to the annual fees.

In the Third Five-Year Plan, it is proposed to organise 15 federations of the forest labourers' co-operative societies. The State Council for forest labourers' co-operative societies shall review the position in respect of such areas where the divisional federations cannot come into existence within the stipulated period for which the district co-ordination committee and the sponsoring agencies would continue to operate.

(3) *The District Co-ordination Committees for Forests Labourers' Co-operative Societies.*—The composition of the district co-ordination committee is as follows :—

- (1) Representatives of the forest labourers' co-operative societies.
- (2) Representatives of the sponsoring agencies.
- (3) The local Divisional Forest Officer.
- (4) The District Deputy Registrar of Co-operative Societies.

The district co-ordination committee has to guide the forest labourers co-operative societies in their working and to provide for the supervision of their working. The district Co-ordination Committee will cease to function as soon as the federations are formed.

(4) *The Sponsoring Agencies.*—In view of the illiteracy of the forest folks, certain social service organisations and other bodies have been recognised by the Government as sponsoring agencies for the forest labourers' co-operative societies.

The duties and functions of the sponsoring agencies laid down by the Government are as under :—

- (1) They should spare their tried workers for the management of the forest labourers' co-operative societies.
- (2) Workers of the sponsoring agencies should be associated with the working of the society either in the capacity of the Chairman or the Secretary.
- (3) The sponsoring agencies should see that the societies are managed well and efficiently and that their accounts are properly maintained.
- (4) They should see that the capital raised on the strength of the Government guarantee for working the coupes is utilised for the purpose for which it is sanctioned. They should also see that the grants given to the societies for welfare activities and management expenses are properly utilised by them according to instructions issued by the Department from time to time.
- (5) They should see that the societies pay to the Forest Department certain portions of the sale proceeds according to orders issued by the Government from time to time.

(6) They should watch over the working of the societies closely and should arrange for periodical checking of their accounts.

(7) They should see that the Societies undertake welfare activities in accordance with the general directives of the State Council for forest labourers' co-operative societies and according to the programme thereunder prepared by the divisional federations or by the district co-ordination committee wherever divisional federations do not exist.

(8) They should see that the members of the Societies are trained gradually to undertake the responsibilities of management of their societies without aid of any external agency.

(9) They should see that out of the adiwasis and other labourers working in the coupes, suitable young persons are selected for training and appointed as secretaries, managers, accountants and salesman, etc.

(10) They should carry on vigorous propaganda amongst the members of the societies and educate them in the aims and ideology of the movement.

(11) They should carry out intensive propaganda amongst not only the members of the societies but also amongst the other adiwasis, forest dweller against the evils of illicit cutting and thereby secure active co-operation of the public in the protection of forests.

The sponsoring agencies shall function till the formation of the proposed divisional federations of the forest labourers' co-operative societies which will supervise, guide and sponsor these societies.

(5) *The Primary Forest Labourers' Co-operative Societies.*—The composition of the primary forest labourers' co-operative society, which forms the base of the movement is as follows :—

(1) Forests workers residing in the area of operation of the Society.

(2) Social workers attached to the social service organisation interested in the forest labourers' co-operative movement and connected with the social and economic welfare of the forest folks.

(3) The number of members under (2) should be restricted to 5 or 10 percent of the total number of members of the society, whichever is less. The membership of social workers should be subject to the approval of the divisional federation of the society.

The New Composition of the managing Committee of the Forest labourers' co-operative society as per orders of the Government on the recommendations of the Evaluation Committee is as under :—

- (1) 4 to 6 elected representatives of labour members.
- (2) 1 to 2 representatives of the social service organisations.
- (3) 1 nominee of the financing agency.

The managing committee of the forest labourers' co-operative society may meet and transact business according to the provisions of the bye-laws of the society. Since the managing Committee does not include nominees of the Forest and Co-operation Departments on it, the appeal to the divisional federation against a resolution of the managing committee of the society ; which is against the interest of the Government, shall be made by the Forest Department or the Co-operation Department as the case may be.

According to the Government orders on recommendation No. 36 of the Evaluation Committee, a special cadre of supervisors possessing suitable qualifications and training is to be created for supervision of the societies on the basis of 1 supervisor for 10 to 15 societies.

The supervisors though appointed and paid by Government shall be attached to the district co-ordination committees or the divisional federations when they are formed. At present supervisors for groups of 4 to 5 societies, are appointed by the district co-ordination committees and their pay is one of the admissible items of expenditure as per the revised formula.

(6) *Annual Conference of Forest Labourers' Co-operative Societies.*—Another agency which has provided proper guidance to the movement is the annual conferences of the forest labourers' co-operative societies. These conferences are held annually in the adiwasi area and they have become instrumental in awakening interest amongst the local adiwasis for their co-operative organisations. So far 11 annual conferences of the societies have been held, the last one having been held in May 1963 at Pal in the Jalgaon District.

Chapter IV

ASPECTS AND DIFFICULTIES EXPERIENCED BY THE FOREST LABOURERS' CO-OPERATIVE SOCIETIES

The Forest Labourers' Co-operative Societies movement has made commendable progress in the Maharashtra State since its inception in 1947. With the development of the movement, a new leadership has sprung up among the forest folks. These folks are not to remain mere labourers working under the direction of some one else but have to become self reliant and independent persons taking up responsible tasks. Government has accepted in principle to have the agency of the forest labourers' co-operative societies to work the entire forest area of the State. To implement this decision, Government has directed the State Council for these co-operatives to formulate a phased programme so as to fully entrust the work of forest exploitation to forest labourers co-operative societies in due course of time. The above mentioned direction has, however been qualified by Government as under :—

“(a) Works such as construction of roads and their repair, fire tracing, construction and repairs of buildings, construction of wells, etc. in forests should be assigned to the forest labourers' co-operative societies provided they have suitable working members to perform such works.

(b) Works such as raising plantations, coupe working etc. which are of a very technical nature and are required to be completed in a limited period should not be assigned to the forest labourers' co-operative societies but should, as at present be done departmentally.”.

With a view to make the forest labourers' co-operative societies' movement, a real movement of the forest folks, Government has decided to do away with the social service agencies as sponsoring bodies and to entrust the tasks to the federations of these societies. Despite what has been done so far, this Committee feels that much needs to be done for the achievement of the ultimate objective of the movement and that the difficulties experienced by the societies should be solved quickly.

The annual reports of the societies have been dealing with these difficulties. One of the most important tasks of their conferences has been to ventilate their grievances and to suggest their solution.

The Planning Committee has been considering these difficulties from time to time and has been tendering its advice to Government. The Government on its part has been keen on removing these difficulties and has authorised the State Council to set up a small sub-committee to examine these difficulties. It is expected that the difficulties arising in the day to day working of these societies will be removed without delay. Despite this, new difficulties are bound to arise every year under the present revised formula.

Let us now examine the difficulties of the societies.

The major difficulties according to the societies have mostly arisen out of the interpretation as put by the forest department on the various provisions of the present revised formula. The formula is hereto attached as Appendix IV. One of the objectives of the formula was to smoothen the working of the societies and to establish cordial relations between the societies and the forest officials. It seems that the objective has not been achieved to the extent expected.

According to the formula the societies get 25 to 10 per cent. of the net realisation as on 30th June according to the age of the societies the balance going to the Government as its share for the coupes allotted. The result has been that the older societies have been incurring losses in their working and their accumulated funds are getting depleted. They are afraid that if things continue in this fashion, they will be soon wiped out. Their contention is borne out by the figures furnished to this committee. The relevant figures are quoted below :—

सत्यमेव जयते
Year 1959-60

Societies with percentages in net realisation	Number of Societies	Net realisation as per revised formula	Amount of Share in the net realisation worked out by the Forest Department		Net result of working of coupes	
					Profit	Loss
			Society	Forest Department		
1	2	3	4	5	6	7
		Rs.	Rs.	Rs.	Rs.	Rs.
A. 25 ..	64	27,84,070	6,96,015	20,88,055	2,89,620	..
B. 20 ..	20	12,86,156	2,57,230	16,28,926	60,610	..
C. 15 ..	19	14,39,031	2,15,855	2,23,176	13,912	..
D. 10 ..	18	19,17,359	1,91,735	17,25,624	..	1,04,728
					3,64,142	- 1,04,728
Total ..	121	74,26,616	13,60,835	60,65,781	= 2,59,414	Net profit

Year 1960-61

Societies with percentage	Number of Societies	Net realisation as per revised formula	Amount of share in the net realisation worked out by the Forest Department		Net result of working of coupes	
			Society	Forest Department	Profit	Loss
1	2	3	4	5	6	7
		Rs.	Rs.	Rs.	Rs.	Rs.
A. 25 per cent.	56	20,30,305	5,07,574	15,22,755	1,97,001	16,158
B. 20 per cent.	39	21,80,599	4,36,118	17,44,477	97,584	46,804
C. 15 per cent.	19	3,68,631	55,295	3,13,336	5,513	29,030
D. 10 per cent.	17	11,91,078	1,19,107	10,71,971	1,564	1,16,614
Total ..					3,01,662	—2,08,606
					=93,056 Net profit.	

From the above figures it will be clear that under the present formula, the net profits of the societies are dwindling while the net losses are increasing. These losses are being made good by the societies from their other funds. If things are not remedied in time all their funds will be soon exhausted and the societies will have to go into liquidation. The Government does not want such an emergency to arise and that too as a result of a formula aimed at providing a fair return both to the Government and the societies.

The situation was placed by the societies before the then Chief Minister, the late Shri M. S. Kannamwar. He assured them that it would be considered by his Government sympathetically. He, therefore, appointed this Committee to go into the whole question and suggest solutions. The solutions suggested are discussed in the concluding chapter.

Chapter V

THE FUTURE DEVELOPMENT OF THE SOCIETIES

This is a very important subject consequential upon what has been discussed so far. What should be the line of their development has been made clear from time to time by the societies themselves at their conferences. This has helped the Committee in taking its decision on the subject. The resolutions passed at these conferences emphasise the point that these societies have been able to merely stop the exploitation of the forest labourers at the hands of the forest contractors, but they have not been able to provide additional employment to the limited number of their members nor are they able to provide any work to the thousands of other persons inhabiting their areas of operation. The economic condition of the Adivasis and other forest folks can never be improved according to these societies unless the acute unemployment amongst them is tackled by starting of small industries all over the forest areas. The societies come under the category of industrial co-operatives, but it is doubtful whether mere felling of trees and selling the timber and fuel therefrom constitute any industry. These societies can be developed into real industrial co-operatives, if they take up various industries on a small or cottage scale. The village industries coming under the jurisdiction of the Village Industries Commission are not much suited to the forest areas where the forest folk reside. But the forests themselves have a vast potentiality for industries based on forest produce. In Western advanced countries like the U. S., Sweden, and Finland the forests are linked up with industries. There are thousands of factories in the U. S., Sweden and Finland depending on forest produce as their raw material. They provide employment to millions of people all the year round. The factories are all mechanised and labour saving. Yet there is no un-employment problem amongst the forest folks of these countries. Forest operations in India are restricted to extraction of timber and fuel and collection of a few minor forest products. The Maharashtra State is no exception to this. The present forest operations do not provide employment to more than 15 to 20 per cent of the able bodied adult forest folks and for not more than 2 to 3 months in a year.

Realising the importance of forest industries the Government of India had recently requested the F. A. O. to lend them the service of an

expert to investigate the potentialities of the forest for industrial purposes. Accordingly by Dr. J. A. Von Monroy an expert in this subject was sent to India in 1960 by that world organisation. He was in India for over a year. He toured many of the forests in the country, studied the subject first hand as well as by holding discussions with the authorities concerned. When he was in Bombay some of the social workers interested in this movement met him and placed before him the sad plight and acute unemployment of the forest folk all over the country. They pointed out to him that there existed a large number of co-operative societies amongst them in Maharashtra and that these societies could take up small scale forest industries which could be worked by labour intensive methods. They therefore requested him to suggest such industries in his report. His report has a separate paragraph for these talks and a separate Appendix for such industries, which number about 24. If his suggestions are carried out, thousands of forest folks will get employment and the national wealth also will be augmented.

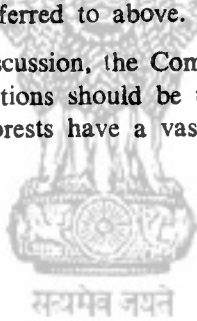
The forest folks agitated this problem regarding linking of forest with industries on various platforms including the Maharashtra Legislative Assembly. The Planning Committee was all along alive to the problem of the extreme poverty and acute unemployment of the forest folks. In response to the resolution in this regard passed at the conference of these societies held at Pen in May 1961, it appointed a Committee at its meeting of the 20th September 1961 to explore the possibilities of various industries utilising various kinds of forest produce and thereby giving widest possible scope for further employment to these people, and thus reducing if not eliminating their unemployment. That Committee after examining the various aspects of the problem submitted a report. Copies of the same have been circulated amongst the members of this Committee. That report has made pertinent suggestions regarding the urgency of a forest survey, the industries that can be started immediately, the agencies for taking up this programme viz. the co-operatives and their federations, the necessity of an apex body at the State level, the marketing of finished products, the training for the different industries, the provision of finance, the making available promptly and regularly the raw material from the forest and other relevant matters. According to the Dhebar Commission Report (p. 161) the problem of destitution or sub-normal standard of living in the tribal areas can be tackled only by the development of village and cottage industries which according to the Commission include

forests industries (p. 172). This means that henceforth forest industries must find an important place in the economy of the forest folks. This is also the plea of the Planning Committee.

The present large scale illicit cutting in the forest areas as pointed out by the Planning Committee is due to want of employment of the forest folks. This problem will be automatically solved if employment is provided through local forest industries. Dr. Glesinger a F. A. O. expert has recently pointed out that modern forest industries have been found to be one of the best safeguards of forest resources because the industries themselves ensure their conservation as they depend upon them for their raw material.

The latest conference of these societies held at Pal has passed a comprehensive resolution on the poverty of the forest folks and the industrialisation of the forests for removing the same. It has further endorsed the findings and recommendations made in the report of the Planning Committee referred to above.

In view of the above discussion, the Committee feels that these co-operatives and their federations should be the bodies to handle many industries for which the forests have a vast potentiality.



Chapter VI

CONCLUSION

We are now in a position to draw certain conclusions.

This movement is a new development in the life of the forest folks specially the Adivasis. Before the movement started about seventeen years back, the Adivasis were the most exploited section of our society. The new popular Government which came into existence in 1946 took the lead in the matter. That Government announced its policy regarding the working of the forests coupes by the co-operatives of the local forest folks. The Government gave all encouragement for the promotion of this movement. As the forest folks were ignorant and illiterate it recognised certain social service agencies as the sponsors of these co-operatives in the initial stage.

The movement is revolutionary. It has therefore become a centre of attraction to the forest folks. Planning has been done for the expansion of the movement e.g. under the third plan the number of societies to be organised every year is fixed at 33. But the demand invariably exceeds this limit.

The movement is making rapid progress. It is apparent that in due course it will cover the whole forest area under a planned programme subject to certain limitations laid down by the Government. The chief point to be noted is that in the whole forest area the development of the inherent qualities of the forest folks will be stimulated as opportunities will be made available to them to manage responsible tasks all over. These co-operatives will be a means for improving their lives economically. The forest folks realise that mere coupe work through these co-operatives is not enough. As pointed out elsewhere coupe work provides employment to hardly 10 per cent of the people living in the area of operation and that too for about 2 months in the year. They feel that the problem of their unemployment can be tackled to some extent, if these co-operatives become centres for various forest industries to be started locally. The Committee devoted its special attention to this problem. It has also come to the same conclusion viz. linking up of the forests with forest industries. Looking to the magnitude of the task, it has decided to have a few pilot projects started in suitable places through the local co-operatives. This decision is a new and welcome development in the history of this movement.

With a view to ameliorate the conditions of the forest folks special multipurpose development blocks are being established in the Adivasis areas of the country. These blocks are doing much by way of agricultural improvement in their respective areas. But nothing appreciable can be done by them in the field of industries which is a major means to tackle the problem of their unemployment. Further the forest industries do not come within their purview. It is therefore but natural that these industries should be the function of these co-operatives and their federations. The report of the Planning Committee in this regard is under consideration of the State Council.

With the expansion of the movement problems began to arise. To solve them certain formulae were framed from time to time by the Government. Though under the formulae some problems were solved, others cropped up and the working of the co-operatives became difficult. The chief problem pertains to the determination of a reasonable return to the Government for its coupes and a reasonable return to the society for their labour. Sharing the net realisations was thought to be a proper method for meeting the difficulty. Accordingly the present formula was framed for the calculations of the net realisations. But after experience this formula has been found to be quite unsatisfactory and a source of friction between the forest officials and the societies. Neither the Government nor the societies want such a state of things. Establishment of cordial relations between the two and ensuring the smooth working of the societies is the central idea at the root of the formulae. How to bring this about was the question before the Committee. The Committee devoted considerable time to the consideration of this question.

Three suggestions were put before the Committee for the solution of this question. The first was that the present formula be amended so that it can meet the demands of the societies. The second was that the formula be scrapped, the Government should be assured a reasonable revenue on a royalty basis and the societies should have full liberty to work the coupes allotted to them, with no interference of the department. The third was similar to the second with this difference that instead of the royalty basis the return should be determined on a percentage basis. The Committee felt the first alternative viz. further amending the present formula would not help in removing the existing friction. The second alternative of a return on a royalty

basis will involve the same difficulties in calculating the costs of the operations as in the present formula and will thus defeat the very purpose for which the formula is framed. The Committee came to the conclusion that the percentage basis did away with the difficulties under the first two alternatives, it encouraged the societies to be efficient and economical in their working and that it was easy to work out the percentage figures from the accounts of the societies and of the departmental working. It was not possible for the Committee to call for all figures from all these organisations to carry out a scrutiny of these figures and work out proper percentages. Accordingly the Committee decided that for a long term policy of working coupes on percentage basis a committee consisting of the Deputy Minister for Forests as chairman, the Director, Bureau of Economics and Statistics and the representatives of the Forest and Co-operation Departments should be appointed. This committee should collect necessary data and make recommendations. However some time would elapse before the Government orders are issued but the societies would continue their working even during this period. To meet their difficulties and smoothen their working during the interim period the Committee decided to recommend to amend the present formula.

The approach of the Committee was not mercenary though it wants the societies to run their affairs in a business-like way. The Committee desires that the forest folks should be freed from their poverty and unemployment and should be assured a prosperous and enlightened life. How to bring about this happy termination within a reasonable period was the chief anxiety of the Committee. All its recommendations are actuated by this desire.

The Committee puts on record its sense of gratitude to the innumerable parties who have rendered help to the Committee in various ways in its various activities. It specially thanks all those who sent their replies to the questionnaire issued by the Committee and also those who met the Committee in its tours of the various districts and took part in its deliberations. The credit of whatever contribution the Committee might have made to the further development of this movement goes to all these persons.

Chapter VII

RECOMMENDATIONS

Primary Societies

1. Sponsoring of the Primary Societies by recognised social service agencies and other bodies should be discontinued. The sponsoring should be done by the local federations of these societies as they come into existence.

2. The present composition of the managing committees of these societies which is as follows should stand—

- (a) 4 to 6 elected representatives of labour members.
- (b) 1 to 2 representatives of social service organisations.
- (c) One nominee of the Financing Agency.

3. The offices of these societies should be located in their respective areas of operation.

4. Model byelaw common to all societies should be prepared by the Co-operation Department.

5. Each society should be economically viable. The Co-operation Department should examine whether the existing societies are economically viable or not and suitable steps should be taken to amalgamate the non-viable societies with adjoining societies.

6. (a) The area of operation should be a viable unit. The question as to what constitutes a viable unit should be decided by the representatives of the Co-operation and Forest Departments and of the society.

(b) In case a dispute arises regarding the area of operation, the same should be decided by the local federation in consultation with the Co-operation and Forest Departments.

7. (a) The societies should be allotted coupes within their respective areas of operation.

(b) The societies should not have any right to relinquish the coupes once allotted to them. If a society cannot work the coupe allotted to it, it will be for the local federation to arrange for its working. If the federation expresses its inability to work the coupe, Government should decide about its further disposal.

(c) The societies relinquishing the coupes allotted to them should be suitably penalised.

8. (a) The present practice of allotment of coupes by the local conservator should continue—

(b) Coupes allotment of which is under dispute should be referred to the State Council, whose decision in the matter should be final.

9. The existing time table for allotment of coupes should continue.

10. (a) There should be a wage-board for each circle as at present.

(b) The forest contractors should have no representation on the board.

(c) The Labour Officer should be a member of the board.

(d) If any difference of opinion on any matter arises between the Chairman and the majority of the members of the board, the Chairman should refer the matter to the State Council.

11. Whether payment should be according to daily wages or on piece work basis, should be left to the discretion of the societies concerned.

12. (a) The working of the societies should be on a commercial basis.

(b) The price of coupes should be fixed on some scientific basis.

13. Technical assistance should be made available to the societies by the forest department if so required.

Federations

14. Federation of the Societies should come into existence as per Government orders passed on the recommendations of the Evaluation Committee.

15. In addition to the functions of the federations as mentioned in Government orders, the local federations should be assigned the function of the disposal of the material extracted by the societies. The federations should act as the selling agency of the Societies.

16. The supervision over the societies should rest with the federations.

17. Consequent on the establishment of the federations, the district co-ordination committee should cease to function.

Apex Body

18. (a) There should be an apex body representing all the federations.

(b) The constitution of the apex body and its functions should be as per the Co-operative Act.

(c) There should be two representatives of the Government on this body and its managing committee as provided for by the Act.

(d) The Co-operative Department should further examine this question.

State Council for Forests Labourers Co-operatives

19. (a) The State Council as constituted should continue as at present.

(b) Its jurisdiction should be the whole of the Maharashtra State.

20. For long term policy of working coupes on percentage basis a committee consisting of the Deputy Minister for Forests as Chairman and the Director, Bureau of Economics and Statistics, a person connected with this work and the representatives of the Forests and Co-operative Departments should be appointed. This committee should collect necessary data and make recommendations.

21. *Interim arrangement.*—As an interim measure the present formula should be retained with the following modifications :—

(i) The societies should be allowed the overall expenditure on the 32 items as a whole and not on individual items as at present.

(ii) To decide disputable items like the construction of roads, etc., a district level committee consisting of the local Conservator, the local Deputy Registrar of Co-operative Societies and a representative of the local federation should be appointed. In case of any difference of opinion between the members of the Committee, the matter should be referred to the State Council whose decision should be final.

(iii) The societies should not be required to undertake work for preparing rab. This matter should be left to the Forest Department.

(iv) The upset price of the material to be sold in auction should be fixed in advance by the Divisional Forest Officer and a representative of the local federation.

(v) A difference upto 2 per cent. in the measurements of timber at the coupe depot and sale depot should be allowed provided the quality and the number of logs is the same as per coupe measurements and the material is in the same condition.

(vi) To ascertain the driage in firewood, experiments should be conducted at various centres taking into consideration important factors like species, season, humidity, period elapsed from felling till final disposal etc.

(vii) Except for retail sale, firewood should be sold on volume basis and not on weight basis.

(viii) The Forest Department should lend to the Societies the services of its foresters or guards to work as coupe agents. The duties of these coupe agents should be fixed by the societies concerned. The deputation allowance of this staff should be charged by the forest department as per rules and the expenditure on this account should be borne by the society.

(ix) The pay-scales of the staff of the societies as recommended by the State Council should be accepted.

(x) The choice whether coupes should be worked on the formula basis or the logging basis should be of the societies.

(xi) The shares of the Government and the societies in the net realisation should be as follows :—

	<i>F. L. C. Societies.</i>	<i>Forest Department</i>
(i) up to 3 years old registered societies.	25 per cent.	75 per cent.
(ii) between 3 years and 6 years old registered societies.	20 per cent.	80 per cent.
(iii) over 6 years old registered societies.	15 per cent.	85 per cent.

(xii) Societies working coupes on logging basis should be allowed 20 per cent. of their admitted operational costs as profit instead of the present 10 per cent.

(xiii) The present audit fees should be reduced.

(xiv) The above recommendations should come into operation from the year 1964-65.

Sales Tax

22. (a) Where sales tax has been charged to the societies doubly i.e., by the Forest Department and the Sales Tax Department, the orders of recovery of the tax by the Forest Department should be withdrawn if the tax is not already recovered.

(b) In case the tax is recovered by the Forest Department but not credited by it to the Sales Tax Department the amount of tax so recovered should be refunded to the societies concerned.

(c) If the amount of the sales tax is already recovered by the forest department and credited to the Sales Tax Department; the same should be got back by the Forest Department and paid back to the societies concerned.

Delay in settlement of accounts

23. The State Council should consider the question of the delay in the settlement of accounts and devise measures to minimise the same.

Industrialisation

24. (a) The report of the industries sub-committee which was appointed by the ex-planning committee for forest labourers' co-operative societies should be examined by the Government.

(b) A pilot project or projects on experimental basis for carrying out works like afforestation and industrialisation by forest co-operatives should be established.

Protection of Forests

25. The societies should take up the responsibility of protecting the forest under their areas of operation. For that purpose some powers should be given to the employees of the societies.

Agreement

26. The coupe contract agreement to be executed by the societies with the Forest Department should be suitably modified and drawn up in Marathi.

MINUTES OF DISSENT BY SHRI D. N. WANDREKAR

(A) *The allotment of coupes to the Societies.*—It is with a sense of deep sorrow that I have to record my dissent with regard to the question of allotment of coupes. The Committee has decided by majority that the present practice under which the local conservator does the work of allotment of coupes should continue. My contention is that the Apex body of the Federations should now be entrusted with the responsibility of handling the question of allotment of coupes to the societies. The coupes for the year should be handed over to the Apex body which will stand guarantee for the total revenue to be determined under the percentage basis. This body should make the allotment to the individual societies in consultation with the local federations.

The Committee's decision to scrap the present formula, to have a percentage basis and to give a free-hand to the societies in their working has transformed the whole situation. Under this new arrangement it is expected that all points of dispute and conflict will disappear. Allotment of coupes to the societies have some times become a matter of dispute between the forest authorities and the societies. To avoid this it is but proper that the whole business of allotment should be entrusted to the Apex body whose task has been simplified due to the percentage basis formula. If this task is entrusted to that body, a sense of responsibility will be developed in that body for it will have to scrutinise each and every case before it takes its decision and also to accept unpopularity if it rejects the demand of any society for some weighty reason. Further such an arrangement will give the Apex body the only chance of coming into contact directly with all the societies.

The argument against my proposal is that the Apex body will not be strong enough to take up this task. This is not correct. Perhaps for the first two years the managing committee of that body will be a nominated body nominated by the Government as done in the case of the federations. While doing so, Government, it is expected, will see that a well qualified and a strong personnel is appointed. Further under the Co-operative Act, the Government is entitled to appoint two persons on its behalf to work on the managing committee. The argument assumes that the representatives of the federations on the Apex body will be persons not suited for handling questions at State

level. This assumption is not correct. On the contrary the federations will be careful enough to elect intelligent and able persons as their representatives on the Apex body.

The other argument advanced was that the Apex body had not under it an efficient organisation which would be its agency both for advice and executive of its decisions. This argument is also fallacious. The federations will be the real agencies under the Apex body. These federations will be active organisations in constant touch with the primary societies and their working. Their functions as laid down by the Government are multifarious including supervision over and guidance to the societies as well as to supply trained secretaries and accountants to them. They will also be a liaison agency between the Apex body and the societies. These federations are therefore bound to be efficient and powerful. Thus the argument falls through.

The further argument against the proposal is that our goal is democratic decentralisation. By entrusting all coupes to the Apex body and holding it responsible for the total revenue, the whole work it is contended is centralised in that body. There is a fallacy in this argument. What is meant by decentralisation is not properly understood. Decentralisation in this case means that the movement as a whole should be autonomous and free from interference by the Government. The movement comprises the three organisations viz. the primary societies, their federations and the Apex body i.e., the union of these federations and their working. The functions of these three organisations are different yet well defined. These organisations are the logical sequence of these functions and activities. Certain functions at State level are no doubt big in magnitude; but that does not mean that there is concentration of powers in that body. The proposed function of allotment of coupes falls under this category.

Decentralisation results when certain functions and powers of the State Government for instance are devolved on the local bodies. From this point of view, the Democratic Decentralisation Committee had recommended that schemes for regeneration, conservation and exploitation of forests should be entrusted to the appropriate local bodies. The Committee was aware that these bodies would not execute the schemes directly but get them executed through the local co-operatives. This was real decentralisation. The Government has not adopted this recommendation. But that does not preclude

the reiteration of the recommendation. I feel this Committee should have again recommended the adoption of this suggestion by the Government for promoting decentralisation.

In conclusion I urge that the Apex body being a State level body should be the organisation responsible both for the total revenue and for the allotment of coupes to the societies.

(B) *The return to Government on a percentage basis.*—It is no pleasure to record a minute of dissent ; but as the question of the basis of the return to Government is a vital problem for tackling which the present Committee was chiefly appointed, I shall be failing in my duty, if I do not record here the solution placed by me before the Committee. Before doing so I may mention that the Committee did not frame any formal resolutions with proper wording on the subjects discussed by it. The minutes were drafted by the office and according to me some mistakes cropped in while doing so. One such mistake is about the solution for determining the return to the Government. I had proposed :—

“(a) The present formula should be scrapped.

(b) The Government should get a reasonable return for the coupes to be allotted to the societies.

(c) This return should be on a percentage basis i.e. the Government should get a definite percentage of the gross realisations of the societies and the balances should be retained by the societies towards their operational costs and profits.

(d) The societies should be free to carry on their business in the way they liked without interference by the Government.

(e) The percentage should be worked out from the accounts of the societies during the last three years, the accounts of departmental working during a similar period and the accounts of the forest contractors if available.

(f) A Committee should be appointed by the Government to collect and study the above data and suggest the percentages both according to the classifications of the material extracted and the distance of the coupes from the sales centres.

(g) The Committee should consist of the following persons :—

(1) The Deputy Minister for Forests (*Chairman*).

(2) Shri D. Wandrekar. (*Note*.—When I suggested that a representative of the societies should also be taken up on the Committee, the Committee decided that I should work on the Committee as their representative. But my name has been omitted from the minutes as circulated).

(3) The Director, Bureau of Economics and Statistics.

(4) The Joint Registrar, Co-operative Societies (Industrial).

(5) The Chief Conservator of Forests.

According to me the above proposal was agreed to by the Committee. The minutes state—

“(a) For long term policy of working coupes on percentage basis, a committee consisting of the Deputy Minister for Forests as Chairman, the Director Bureau of Economics and Statistics and the representatives of the Forest and Co-operation Departments should be appointed. This Committee should collect necessary data and make recommendations.”

According to me this committee is not competent to go into the question of whether the percentage basis is the proper solution of the question of the return to the Government. The percentage basis has already been accepted by the High Level Committee. This Committee cannot now set in judgment on the decision of the High Level Committee. The suggested committee has merely to suggest the percentages as gathered after collecting and studying the requisite data. The modifications suggested by the High Level Committee in the present formula are only an interim arrangement, the permanent arrangement being the percentage basis and the autonomy of the societies.

(Signed) D. N. WANDREKAR,
Member of the Special Committee.

APPENDIX I (a)

*Special Committee for studying working
of Forest Labourers' Co-operative
Societies, etc :*

Appointment of—

GOVERNMENT OF MAHARASHTRA

FOOD, AGRICULTURE AND FORESTS DEPARTMENT

Resolution No. FLC. 2363/20447-II-E.

Sachivalaya Annexe, Bombay-32, 20th June 1963

RESOLUTION

Government has decided to set up a special committee to study all aspects of the Forest Labourers' Co-operative Societies movement in this State and to investigate the difficulties in respect of coupe working and also to suggest measures for developing the movement. Accordingly Government is pleased to appoint a special committee for the purpose mentioned above, consisting of the following members :—

1. Minister for Home—*Chairman*.
 2. Minister for Finance.
 3. Minister for Forests—*Convenor*.
 4. Minister for Public Health.
 5. Deputy Minister for Education.
 6. Deputy Minister for Co-operation.
 7. Deputy Minister for Forests.
 8. Shri D. N. Wandreker.
 9. Shri D. M. Bidkar.
 10. Shri P. S. Deshmukh, Chairman, Zilla Parishad, Thana.
 11. Dr. Vairagade of Mul, District Chanda.
 12. Shri Venkatrao Dhobi, M.L.A., Boardi, Taluka Shirpur, District Dhulia.
 13. Shri D. Y. Pawar, Chief of Surgana, M.P., Nasik.
 14. Shri J. G. Navavadkar, Nandurbar, District Dhulia.
 15. Shri Vasantrao Naik, M.L.A., Nasik.
2. The Committee should submit its report to Government by the end of July 1963.
 3. The Headquarters of the Committee should be at Bombay.

By order and in the name of the Governor of Maharashtra,

(Signed) W. P. SALDANHA,
Deputy Secretary to Government.

APPENDIX I (b)

*Special Committee for studying
working of Forests Labourers'
Co-operative Societies etc :*
Additional members—Appoint-
ment on the—

GOVERNMENT OF MAHARASHTRA

AGRICULTURE, FOOD AND FORESTS DEPARTMENT

Resolution No. FLC-2363/20447-II-E

Sachivalaya Annexe, Bombay-32, 11th July 1963

Read—

Government Resolution No. FLC-2363/20447-II-E, dated the 20th June 1963.

Government Resolution No. FLC-2363/20447-II-E, dated the 27th June 1963.

RESOLUTION.—Government is pleased to direct that the following should be appointed as additional members of the Special Committee to study all aspects of Forest Labourers' Co-operative Societies etc. appointed under Government Resolution of even number dated the 20th June 1963 :—

1. Minister for Co-operation,
2. Shri V. B. Worlikar, 164, Koliwada, Bombay-18.

2. Travelling allowance admissible to the non-official member Shri V.B. Worlikar should be drawn as per the orders contained in Government Resolution of even number, dated the 27th June 1963.

By order and in the name of the Governor of Maharashtra,

(Signed) W. P. SALDANHA,
Under Secretary to Government.

APPENDIX I (c)

*Special Committee for Studying
working of Forest Labourers'
Co-operative Societies :*

Appointment of —

GOVERNMENT OF MAHARASHTRA

AGRICULTURE, FOOD AND FORESTS DEPARTMENT

Resolution No. FLC-2363/20447-III-E (1)

Sachivalaya Annexe, Bombay-32, 18th December 1963

RESOLUTION

Government is pleased to direct that the Special Committee to study all aspects of the Forest Labourers' Co-operative Societies' movement in the State and to investigate the difficulties in respect of coupe working and also to suggest measures for developing the movement constituted in Government Resolution, No. FLC. 2363/20447-III-E, dated the 20th June 1963 read with Government Resolution, No. FLC. 2363/20447-III-E, dated 11th July 1963 should be reconstituted. Accordingly the Special Committee is reconstituted consisting of the following members :—

1. Minister for Agriculture—*Chairman*.
 2. Minister for Industries.
 3. Minister for Prohibition—*Convenor*.
 4. Minister for Buildings and Communications and Education.
 5. Minister for Co-operation.
 6. Deputy Minister for Public Health, Khar Lands and Fisheries.
 7. Deputy Minister for Co-operation, Food and Civil Supplies.
 8. Deputy Minister for Revenue and Forests.
 9. Shri D. N. Wandrekar.
 10. Shri D. M. Bidkar.
 11. Shri P. S. Deshmukh, Chairman, Zilla Parishad, Thana.
 12. Dr. M. M. Vairagade, Mul, District Chanda.
 13. Shri Venkatrao Dhobi, M.L.A., Boardi, Taluka Shirpur, District Dhulia.
 14. Shri D. Y. Pawar, M. P., Chief of Sargaña, Nasik.
 15. Shri J. G. Natawadkar, Nandurbar, District Dhulia.
 16. Shri Vasanttrao Naik, M.L.A., Nasik.
 17. Shri V. B. Worlikar, 164, Koliwada, Bombay-18.
2. The Committee should submit its report to Government by the end of February 1964.

3. The Travelling Allowance admissible to the non-official members should be drawn as per the orders contained in Government Resolution of even number, dated the 27th June 1963.

4. The head quarters of the Committee should be at Bombay.

5. This Government Resolution issues with the concurrence of the Finance Department *vide* its unofficial reference No. 18008/3856-I, dated the 18th December 1963.

By order and in the name of the Governor of Maharashtra,

(Signed) W. P. SALDANHA,
Under Secretary to Government.

APPENDIX I (d)

*Special Committee for studying the
working of the Forest Labourers'
Co-operative Societies etc :*

Appointment of —

GOVERNMENT OF MAHARASHTRA

AGRICULTURE, FOOD AND FORESTS DEPARTMENT

Resolution No. FLC-2363/20447-II-E-I

Sachivalaya Annexe, Bombay-32, 3rd March 1964

Read : Government Resolution No. FLC-2363/20447-II-E, dated the 18th December 1963.

RESOLUTION.—Government is pleased to extend further till 30th April 1964, the tenure of the Special Committee appointed for studying the working of Forest Labourers' Co-operative Societies.

2. In view of the recent changes in the portfolios of some of the Ministers, Government is pleased to direct that the Minister for Education and Forests (Formerly Minister for Education and Buildings and Communications) should be the Convenor of the Special Committee in place of the Minister for Prohibition.

3. The travelling Allowance admissible to the non-official members should be drawn as per the orders contained in Government Resolution No. FLC-2363/20447-II-E dated 27th June 1963.

4. This Government Resolution issues with the concurrence of the Finance Department *vide* its un-official reference No. 3478/769-I, dated the 3rd March 1964.

By order and in the name of the Governor of Maharashtra,

(Signed) W. P. SALDANHA,
Under Secretary to Government.

APPENDIX II

PART 'A'—*Questionnaire for Forest Labourers' Co-operative Societies.*

Note.—Please furnish the particulars in the enclosed Annexure and complete replies to the Questions indicated below :—

I. Working of the Revised Formula

1. Do you experience any difficulties in working according to the Revised Formula ? If so, what are they ?
2. Do you want the Revised Formula to be retained as it is or revised or scrapped ?
3. If the Formula is to be revised what revision will you suggest ? Please state particularly the following :—
 - (a) Do you consider that the time-table for allotment of coupes and working of coupes needs any modifications ?
 - (b) According to the time-table the Conservators of Forests are to allot coupes by 30th of April. Please indicate from your records as to when you actually receive intimations of such allotments. Have you anything to say about the recommendations made by the District Co-ordination Committee about allotment of coupes ?
 - (c) (i) Do you have any concrete suggestions in the matter of procedure of allotment of coupes by the Conservators of Forests and the Planning Committee or State Council so that the Societies may get possession of coupes well in time to start the work ? If so, what are they ?
 - (ii) As per the fixed area of operation of your Society, how many coupes (main coupes, thinning coupes) are available annually to the Society ? Does the Society work all these coupes ? If not, please state reasons.
 - (iii) Should according to you a Society take coupes outside its area of operation and if so under what circumstances ?

- (d) (i) Do you have to suggest any modification to the agreement required to be executed by the Societies with the Forest Department for undertaking coupe works ? Please indicate the specific conditions which in your opinion need modifications.
- (ii) Has your Society carried out all works as per the terms of contract agreement ? If not state reasons. What are the fines levied by the Forest Department for the breach of the terms of contract ? Please give yearwise number of coupes for which your Society had to take extensions of time for completion of works. In how many cases the Societies failed to fill in the rabs in time ? Has your Society run properly fuel depots at the specified places as per the terms of contract ?
- (e) (i) Do you find the Foresters appointed by the Forest Department as coupe agents helpful to the extent to which the Society's coupe agents are ? Do these Foresters carry out any additional work assigned to them by your Society ? What should in your opinion be the specific duties of these Foresters working as coupe agents ?
- (ii) Do you consider that the existing provision of appointment of suitable Forest Officers as coupe agents is necessary in your interest ?
- (f) Do you experience any difficulties in classifying the material for sale and preparing the stacks as per the material, viz. timber, firewood and charcoal ? If so what are they ?
- (g) Do you experience any difficulties in adopting the existing procedure for fixation of upset prices of the material to be sold ? If so, what are they ? What method do you suggest for fixing the upset prices of material to overcome difficulties, if any, experienced by you ?
- (h) (i) Do you experience any difficulties in conducting and finalising sales of material stacked in sale depots ? If so, what are they ? What are your specific suggestions to overcome difficulties, if any, so as to ensure smooth conduct of sales and prompt disposal of the material ?

- (ii) According to the existing orders the Societies are required to follow the sale procedure similar to that adopted by the Forest Department for disposal of Government material at the sale depots. Have you any difficulties or suggestions in this behalf ? Would you like the Forest Department to undertake the disposal of the entire material exploited by your Society from the coupes allotted to it ? What is the approximate loss per c.ft. of timber caused to your Society due to delayed sales ?
- (i) (1) Do you consider the existing arrangements requiring the Societies to credit with the Department as deposit 60 per cent and 40 per cent of sale proceeds of timber and firewood and charcoal respectively satisfactory ? If not what should in your opinion be the proportion ?
- (2) Has your Society remitted into Government Treasury as deposit with the Forest Department 60 per cent and 40 per cent of the sale proceeds of timber and firewood and charcoal respectively immediately after the sales and in any case before the removal of the material by the purchasers ? Do you experience any difficulties in this behalf ? If so, what are they ?
- (3) Do you consider that the dues of the Central Financial Agencies and Audit fees should also be apportioned and if so in what proportion.
- (j) Do you find the existing arrangements for provisional settlement of accounts of coupes by 30th June useful for release of amounts locked up in the working of coupes ? Have you been in receipt of any such amounts from the Forest Department after the provisional settlement of accounts ? If not, what specific arrangements do you suggest in this behalf ?
- (k) What according to you should be the omissions, alterations or additions in the existing list of items of expenditure ? Give full justification for such omissions, alterations or additions.

(l) Are the present daily wage rates adequate ?
If not, what should be the reasonable daily wage rate for (i) Male, (ii) Female and (iii) Child (above 12 years). (The daily wage rate will be for 8 hours working per day).

(m) Are the piece work rates fixed by the Wage Board for different items of expenditure adequate ? If not, please indicate the items on which the rates need to be modified. Please give details indicating the appropriate rates in your opinion and reasons therefor.

(n) Do you consider it necessary to change the constitution of the Circlewise Wage Board ? If so what are your suggestions ?

(o) The present formula prescribes divisions of the net realisation on a sliding scale basis depending upon the age of the Society.

(i) Do you find this system satisfactory ?

(ii) If not, do you wish to have a uniform rate irrespective of the age of the Society ? If so, what should be the appropriate rate and why ?

(iii) What should in your opinion be the basis for determining the margin of profit, namely (a) operational cost (b) net realisation and (c) either operational cost or net realisation whichever is higher.

II. Working of coupes on logging contract basis

1. Do you experience any difficulties in working of coupes on logging contract basis ? If so what are they ?

2. Do you want the present logging system to be retained as it is or revised or scrapped ?

3. If the logging system is to be revised what revision would you suggest ? Please state particularly the following :—

(a) Do you find the present system of working out logging rates satisfactory ? If not, what are your suggestions for fixing such rates ?

- (b) Are all the items of expenditure in determining the logging rates taken into account ? If not, what are the additional items of expenditure you consider need to be included. Enumerate them with justification.
 - (c) Do you consider the present margin of profit of 10 per cent of the operational cost, adequate ? If not, what should be the reasonable margin of profit the society should get ? Please give reasons.
 - (d) Do you experience any difficulties in securing advances from the Forest Department for coupe working ? What are your suggestions to overcome these difficulties ?
 - (e) Do you experience any difficulties in arranging transport of material to the sale depot by (i) bullock-carts, (ii) trucks ? Do you have any suggestions to overcome these difficulties ?
 - (f) Is the present arrangement of preparing the bills and getting payment from the Forest Department satisfactory ? Do you experience any delay in preparing bills and getting payment from the Forest Department ? Specific instances may be indicated in justification.
 - (g) Do you have any other suggestions in order to ensure smooth working of coupes under logging system ?
4. If you consider that the present logging system should be scrapped what are your reasons in support of your stand ?

III. Working of Minor Forest Produce Farms

1. Do you experience any difficulties in the working of Minor Forest Produce Farms on the existing basis i.e. at prices based on the average of prices realised for the farms during the preceding three years and subject to certain terms and conditions ? If so, what are they ?
2. Do you want the present basis of working of Minor Forest Produce Farms to be retained as it is or revised or scrapped ?

3. In accordance with the recommendation of the Planning Committee, Government has since decided that from 1963-64 onwards Minor Forest Produce Farms should be allotted to the Societies on the basis of the Revised Formula for allotment of coupes with the following important changes:—
- (i) The percentage of the societies in the net realisation in the case of Minor Forest Produce Farms is to be 20 per cent irrespective of the age of the Society.
 - (ii) After the material is sold, the Societies are to credit into Government Treasuries as deposit with the Forest Department 50 per cent of the sale-proceeds.
 - (iii) Expenditure at the rates to be fixed by Circle-wise Boards is admissible on 13 essential items of 'operational cost' such as wages paid to villagers for collection of Minor Forest Produce from the forests and delivering it at the sale depots or godowns, wages for loading or unloading, transport charges, pay of establishment, travelling allowance, 1 per cent for welfare activities etc.
 - (iv) There will be no agent of the Forest Department to supervise the working etc. as in the case of coupes. Would this Formula remove your difficulties in the working of Minor Forest Produce Farms? If not, what specific suggestions would you make in this behalf?

IV. Execution of Labour Contract Works

1. Do you experience any difficulties in the execution of labour contract works in Forest areas on the existing basis? If so, what are they?
2. Will you have the existing basis regarding concessions retained as it is or revised or scrapped?
3. If the present basis is to be revised what revision would you suggest?

V. Management

1. Is the office of your Society within its area of operation? If not, where is it and how far away is it from the area of operation? If the office of your Society is not within its area of operation, what are the reasons therefor?
2. Are the members of the staff of your Society actually residing in the area of operation?
3. Are the members of the staff of your Society in the exclusive service of the Society?

4. On an average how many times do the Chairman, Supervisor, Agent and Mukadam of your Society visit the coupes during the working season ?
5. Do you consider that for efficient management of your society, one person should not be associated with more than one society in responsible capacities such as Chairman and Secretary ?

VI. Finance

1. Do you experience any difficulties in getting loans from the Central Financing Agencies or any other Financial Agencies ? If so, explain what are they ? Also mention whether the society has the necessary borrowing capacity and has not at any time defaulted payment of the loan.
2. Is your working delayed due to financial difficulties ? In how many cases could you not take over coupes allotted or could not take over coupes in time, due to financial difficulties ? How can the position be improved ?
3. Has the borrowing capacity of your Society improved during the past years ? If not, from what source does the Society manage to secure funds for working of coupes ? Does your society lend money to or take money from, any other Society or private individual ? If the financial position of the Society is not sound, how can it do so ?
4. From what source have you been meeting the difference between the costs of your working and the costs allowed to you by the Forest Department.

VII. Welfare Activities

1. Have you been carrying on welfare activities for the members of your Society ? If so, of what kind ? How much have you been spending over this work every year ? Is your programme of welfare activities affected due to shortage of funds ? What should be the provision for these activities ?
2. Are you satisfied with what you have been doing in this regard ? If not, are you desirous of doing more ? What are the reasons for not doing what you desire ? Is it because the officers of the society like the Secretary have no time, being busy with routine work ? Do you think a special and separate worker is needed for this work ?

VIII. Training

What is the number of employees of your society who have undergone training ? How many of them are Adiwasis and how many non-Adiwasis ? How many of them have been promoted to higher posts ? (Please indicate the posts held by them.)

IX. General

1. Have you experienced any difficulties in getting possession of coupes ? If so, what are they and how can they be remedied according to you ?
2. (a) How many villages are covered by your area of operation and what is their total population ? How many of them are persons who can do gainful work ? What are your suggestions for providing full employment to all these persons ?
(b) How many persons are employed by your Society every year for the various works undertaken by you and for how many days in a year ?
3. Does the existing area of operation of your society provide adequate work to your members in the working season ?
4. Does your society get technical assistance from Forest Department in executing works pertaining to coupes, minor forests produce farms and from the concerned Departments in labour contract works ?
5. Do you consider that the direct supervision of the Forest Department on the coupe working of the Society is essential and should be continued and strengthened further or should it be withdrawn altogether ? Give supporting reasons for the same.
6. Do the members of your society get material in adequate quantity and at reasonable rates for building their houses, agricultural implements and local consumption ? If not, give your specific suggestions in this behalf.
7. Do you get any assistance from your present Sponsoring Agency ? Should this assistance be continued ? If so, whether the Sponsoring Agency should be a Social Service Agency or a Federal Co-operative Body ? If not, would you be in position to manage your affairs independently ?
8. Does any of your office-bearer own a truck ? If so, whether you use the truck for transporting material in the coupes allotted to you ? Is the truck engaged at the competitive rates ? How

do the rates compare with the R. T. O. rates ?
If the rates are higher than R. T. O. rates what
are the grounds to accept such rates ?

9. Have you any concrete suggestions for providing employment to the members in off season, having regard to the local conditions and availabilities of raw Forest Produce ? If so, please state them
10. Should the Societies also take up the work of Forest plantation or afforestation so that the needs of growing forest industries are met promptly and regularly.
11. Do you experience any difficulties in securing wagons from Railway Department for transport of forest produce ? If so what are they ? What are your suggestions to remove these bottle-necks ?
12. Whether as a result of introduction of the Forest Labourers' Society movement the illicit cutting has decreased or increased ?

Enumerate the various factors responsible for illicit cutting of forest and state measures that may help in reducing it as far as possible, if it is not possible to eliminate the same.
13. What according to you are the reasons for profits or losses gained or sustained by you year by year ?

Annexure to Questionnaire No. I

1. GENERAL INFORMATION—

- (a) Name of the Forest Labourers' Co-operative Society with Address.
- (b) Registration No. and Date
- (c) Area of operation in terms of felling series
- (d) Name of the Sponsoring Agency
- (e) Period upto which the accounts of the Society have been audited.
- (f) For what year the final Settlement of accounts has been done by the Divisional Forest Officer.

2. COMPOSITION OF MEMBERSHIP—

- (a) (i) No. of labourer members Working, Non-working,
Total.
(i) No. of Managing Committee members.....
(ii) Labourer members on the
Managing Committee.....
.....
- (ii) No. of Sympathising Members
- (iii) No. of nominal members (who are enrolled
as such by deducting one anna from a rupee
of wages earned).
- (iv) No. of non-members engaged by Society (i) 1961-62
during— (ii) 1962-63
- (v) No. of labourers employed Adivasis Non-advasis
(i) 1961-62
(ii) 1962-63
- (b) State whether the representative of the
Sponsoring Agency is associated with the
Society either as Chairman, or Secretary or
Managing Committee Member or in any
other capacity. How many and in what
capacity ?

3. WORKS UNDERTAKEN—

- (a) State the yearwise information about various works undertaken by Society
since beginning of the Society in the following tabulation :—

Year.	No. of coupes worked on upset price or revised Formula.	No. of coupes on logging contract basis.	Minor Forest Produce Farm.	No. of labour Contract works.	Any other work undertaken.
1	2	3	4	5	6

- (b) If the society had not undertaken work of
coupe or Minor Forest Produce farms
during any particular year indicate the
reasons therefor.

4. FINANCIAL POSITION—

(a) Indicate the *Net Profit or loss as the case may be for the following years:

Year.	Upset price paid.	Government share of profit paid.	Government share of loss paid.	Net Profit.	Net Loss.	Year.	Share of Government in net realisation.	Net Loss.
1	2	3	4	5	6	7	8	9
				Rs.	Rs.			Rs.
1956-57 ..						1959-60		
1957-58 ..						1960-61		
1958-59 ..						1961-62		

Note.—Since the amount of Government share of profit or loss in respect of particular coupe was known to the Society much later than the year of working of the coupe the figures of net profit or loss should now be arrived at after taking into account all outstanding liabilities in respect of concerned coupes and exact figures of the net profit or loss as the case may be indicated against the particular year. For example, the Government share of profit or loss, if not accounted for, should be taken into account for each of the concerned year till 1956-59. Similarly the share of Government in the net realisation (which is a liability on the part of the Society) should be taken into account while arriving at net profit or loss for each of the years from 1959-60 to 1961-62.

(b) Indicate yearwise the amount granted by Government on following items :—

Due to revision of upset price of coupes.	Grant of <i>exgratia</i> payment.	Relief by way of reimbursement for extra expenditure on extra yield.
1	2	3

5. (a) Indicate the distribution of the net profit :—

Period.	Towards reserve fund.	Amount of dividend paid on shares.	Amount of contribution towards the education Fund.	Contribution towards	
				Adivasis welfare Fund.	Provident Fund.
1	2	3	4	5	6
1956-57 ..					
1957-58 ..					
1958-59 ..					
1959-60 ..					
1960-61 ..					
1961-62 ..					

Amount of bonus distributed.	Actual amount spent for welfare activities.	Amount admitted in the upset price statement under Reserve Fund for welfare activities.
7	8	9

(b) Also indicate the position of the following funds :—

Year.	Reserve Fund.	Adiwasis welfare fund.	Provident fund.	Any other fund.
1	2	3	4	5

By end of—

(i) 1958-59 ..

(ii) 1961-62 ..

(e) Indicate the amount spent for following items yearwise from the year 1956-57:—

Year	Total amount of wages and bonus paid	No. of labourers engaged during the season	Average income per labourer during the season (2+3)
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6. (a) What are the outstanding dues of Government (Yearwise) and the reasons for their non-payment ?

Outstanding amounts towards the —

Year	Upset Prices	Government share of profit	Extension fees	Any other amounts	Share of Government in the net realisation
1	2	3	4	5	6

(b) What are the amounts to be recovered from Government ?

Year	Amounts	The details of the amount
1	2	3

(c) What is the total amount charged by the Forest Department for the following items since the Society started working:—

Year	Date of handing over coupes to Society	Extension fees	Shenda-mode	Illicit cutting	Any other fines imposed	Amount recovered for excess/deficit of material	Total (3+7)
1	2	3	4	5	6	7	8

*Note.—Actual expenditure as per profit and loss account of the society should account for all the items including the expenditure in the item of pay and allowances of the foresters appointed by the Forest Department and any other amounts shown recoverable, by Forest Department for extension fees, fines and penalties for Shendamode illicit cutting etc., etc., excepting item No. 7 of the above statement for the purpose of above information.

Expenditure Admitted by the Forests Department			Government share in the net realisation	Amount of value of the excess/deficit in material recovered by the Forest Department	Net results 2—(3, 6, 7)	
On staff	On works	Total			Profit	Loss
5(a)	5(b)	5(c)	6	7	8	9
Total ..						

8. What is the total amount of financial assistance so far received from Government through the Co-operative Department :—
 (i) Share Capital Contribution
 (ii) Subsidy for welfare activities
 (iii) Subsidy for management expenditure
 and state whether the assistance needs to be continued for new Societies to overcome initial financial handicaps ?

(i) Share Capital Contribution
(ii) Subsidy for welfare activities
(iii) Subsidy for management expenditure
and state whether the assistance needs to be
continued for new Societies to overcome
initial financial handicaps ?

PART ' B '—*Questionnaire for District Co-ordination Committees of Forest Labourers' Co-operative Societies.*

1. What arrangements have you made for the supervision of the Forest Labourers' Co-operative Societies in your jurisdiction and for rendering guidance to them ? Please indicate the staff employed by you and the training provided to them for the purpose.
2. Do you experience any difficulties in exercising effective supervision on the working of the Societies ? If so, what are they ?
3. Do you think that the Supervisors appointed by you have been able to effectively supervise both the field and office work of the Societies ? State your suggestions, if any, in this behalf ?
4. At present the Divisional Forest Officers and the District Deputy Registrars of Co-operative Societies are *ex-officio* members of the District Co-ordination Committees. From your experience, do you consider that the association of the official members has been helpful to the Committee in efficient discharge of its duties towards the Societies ? Do you consider that the officials should be associated with the Managing Committees of the proposed Divisional Federations ? Please give reasons in support of your views in the matter.
5. Do you consider that after 16 years of the movement, a stage has now arrived when the Societies can stand on their own i.e. without any outside help particularly in respect of management of their affairs ? If so is there any need still to represent Social Service Organisations or the proposed Federations on the Managing Bodies of the Societies ? Please give reasons for your views either in favour or otherwise of the need of Social Service Organisations or Federations in this behalf.
6. Have you any other suggestions for improvement and further development of the movement of Forest Labourers' Co-operative Societies ? If so, what are they ?
7. (a) Do you consider that the Revised Formula for allotment of coupes to Forest Labourers' Co-operative Societies entails any difficulties in

the working of coupes by the Societies ? If so, what are they and what are your suggestions for overcoming them ?

- (b) Would you have the working under Revised Formula or logging system replaced by any other system ? If so, please give your suggestions in the matter.

8. Government has now decided to allot Minor Forest Produce farms to the Societies on basis analogous to the Revised Formula for allotment of coupes. *The Societies will be allowed 'operational cost' on 13 items of expenditure and will share the 'net realisation' at 20 per cent, on a uniform basis.*

Do you think that this would be a satisfactory arrangement ? If not, please give reasons.

9. Do you find that the Societies experience any difficulties in the execution of labour contracts ? If so what are they and what are your suggestions to overcome them ?
10. Do you feel that the incidence of illicit cutting of trees has been reduced on account of Forest Labourers' Co-operative Societies ? If not, what are the reasons ? What are your suggestions in this behalf ?

PART 'C'—Questionnaire for Sponsoring Agencies.

1. Since when have you been doing the work of sponsoring Forest Labourers' Co-operative Societies ?
2. What is the total number of Societies so far sponsored by you ?
3. What is the total number of Social Workers who have been spared by you for the Forest Labourers' Co-operative Societies and associated with them in the following capacities :—

- | | |
|--|----|
| (i) Chairman of the Societies | .. |
| (ii) Secretaries of the Societies | .. |
| (iii) Members of the Managing Committees of the Societies. | |
| (iv) Supervisors | .. |

Total No.

What is the number of Adiwasi and other forest folks who have so far been trained by you for shouldering the higher responsibilities of the Societies i.e. as Chairman, Supervisors, Secretaries, members of managing Committees agents and accountants etc., How many of the trained persons have been promoted to the higher posts ? Have you any Scheme for training the members of the Societies sponsored by you for undertaking the management by themselves ?

5. How many of the Societies sponsored by you are now managed by the Adiwasis themselves and how many by other forest folks ? Please give names of such societies.
6. Have you any scheme for training of Social Workers for new societies to be sponsored and organised by you ? If so, please give details of the Scheme.
7. Do you consider that for efficient management of the Societies, one person should not be associated with more than one Society in any responsible capacity ?
8. What sort of control do you exercise over the Social Workers spared by you for the Societies to ensure that they are properly guiding the Societies ?
9. What welfare activities do you undertake for the Adiwasis and what help are you rendering to the Societies for undertaking welfare activities ? Please give concrete-examples of all such activities.
10. Do you consider that after 16 years of the movement, a stage has now arrived when the Societies can stand on their own i.e. without any outside help particularly in respect of management of their affairs ? If so, is there any need still to represent Social Service Organisations or the proposed Federations on the managing bodies of the Societies ? Please give reasons for your views either in favour or otherwise of the need of social Service Organisations or Federations in this behalf.
11. Have you any other suggestions for improvement and further development of the movement of Forest Labourers' Co-operative Societies ? If so what are they ?

12. Do you consider that (a) the Revised Formula for allotment of coupes to Forest Labourers Co-operative Societies entails any difficulties in the working of coupes by the Forest Labourers' Co-operative Societies ? If so, what are they and what are your suggestions for overcoming them ?
- (b) Would you have the working under the Revised Formula or logging system replaced by any other system ? If so, please give your suggestions in the matter.
13. Government has now decided to allot Minor Forest Produce Farms to the Societies on basis analogous to the Revised Formula for allotment of coupes. *The Societies will be allowed 'operational cost' on 13 items of expenditure and will share the 'net realisation' at 20 per cent. on uniform basis.* Do you think that this would be a satisfactory arrangement ? If not, please give reasons.
14. Do you find that the Societies experience any difficulties in the execution of labour contracts ? If so, what are they and what are your suggestions to overcome them ?
15. Do you feel that the incidence of illicit cutting of trees has been reduced on account of Forest Labourers' Co-operative Societies ? If not, what are the reasons ? What are your suggestions in this behalf ?

PART ' D '—Questionnaire for the Heads of Departments of Forests Co-operation and Social Welfare.

1. Do you think that the objective of the movement of Forest Labourers' Co-operative Societies, viz., amelioration of the conditions economic, social and cultural of the adiwasis has been achieved to the extent expected ? If not, please give reasons and suggest measures for achieving the same.
2. What are your observations about the working of coupes by the Societies on the basis of the Revised Formula and that of the logging ? What are your suggestions in that behalf ?

3. The Revised Formula is meant to determine a reasonable return to the Societies for the work done by them. Do you think that the Revised Formula in its present form has achieved this objective ? If not, please indicate reasons and offer your suggestions regarding the reasonable basis thereof.
4. (a) Do you experience any difficulties in associating your Department with the movement of Forest Labourers' Co-operative Societies to the required extent ? If so, what are they and what are your suggestions to overcome them ?
 (b) Do you consider the association of different Government Departments with the Development of this movement essential ? If so, please indicate for what purpose and to what extent ?
5. Do you consider the association of sponsoring Agencies with the future development of the movement essential ? If so, to what extent and up to what period ?
6. Do you consider that the Forest Labourers' Co-operative Societies are functioning properly and efficiently ? If not, what are according to you the defects in their working and what are your suggestions to overcome them.
7. Have you any other suggestions for the improvement and further development of the movement ? If so, what are they ?
8. What in your opinion should be the welfare activities that should be carried out by the Societies in the coupes and outside the coupes in the area of operation ? Do you think that the present amount of expenditure admitted for this item is adequate ? If not, what should it be ?

**PART 'E'—Questionnaire for prominent individuals interested
in the welfare of forest labourers**

1. How many Forests Labourers' Co-operative Societies functioning in your taluka or district are known to you ?

2. What are your general observations with regard to :—
 - (i) the management of these Societies ..
 - (ii) their financial position ..
 - (iii) efficiency and economy in working from business standard point of view ..
 - (iv) welfare activities for Adiwasis undertaken by them ?
3. Do you consider that the Adiwasis are aware of the objective of the Societies ? Do the Adiwasis know their own interests and do they participate in the affairs of the Societies intelligently and actively ?
4. Have you noticed any improvement in the economic, social and cultural status of the Adiwasis through the working of the Societies ? What are the reasons for slow progress, if any, made in the direction of this goal ? What remedies would you suggest for advancing the uplift of the Adiwasis ?
5. Do you wish to bring to the notice of this Committee any specific instances of mismanagement etc. ? If so, please state particular cases.
6. Do you consider that it is now necessary to associate social workers or social service Organisations with this movement ? If so, for what reasons ? If not, what in your opinion should be the other arrangements for ensuring smooth working of the Forest Labourers' Co-operative Societies ?
7. What arrangements in your opinion would be effective in training the forests workers in short term courses in order to enable them to manage their Societies Independently ?
8. What more measures would you suggest to bring about the economic and social uplift of the forest workers through their co-operatives ?
9. Has in your opinion the objective of the movement of Forests Labourers' Co-operative Societies viz., amelioration of the Social, economic and cultural conditions of the forest folks been achieved ? If not, please give the reasons and specific suggestions for achieving the objective.

APPENDIX III
List of Forest Labourers' Co-operative Societies visited by the Special Committee and the meetings attended

Serial No.	Name of District	Date	Meetings held with			
			Name of the Society		Others	
1	2	3	4	5	5	
1	Amravati	.. 24th October 1963	Partwada Government Timber Depot	..	..	..
2	Amravati	.. 24th October 1963	Melghat Vanashramik Sahakari Society, Semadoh.	..	..	..
3	Amravati	.. 24th October 1963	Coupe No. 7 in Pilli F. S.	..	..	..
4	Akola	.. 26th October 1963	Sondi Jungle Kamgar Sahakari Sanstha, Medsi.	..	..	..
5	Nasik	.. 11th November 1963	Ambe Vibhag Adivasi Jungle Kamgar Sangh, Sawarne, Peint Range.	..	..	..
6	Nasik	.. 11th November 1963	..	..	..	..
					Meeting with workers of societies and persons interested in the movement at Nasik.	
7	Dhulia	.. 12th November 1963	Sangvi Jungle Kamgar Sahakari Mandli, Shirpur.	..	..	..
8	Dhulia	.. 12th November 1963	..	..	..	..
					Meeting with workers of Societies and persons interested in the movement at Dhulia.	
9	Thana	.. 19th November 1963	Talwade Vibhag Adivasi Jungle Kamgar Society.	..	..	..
10	Thana	.. 19th November 1963	..	..	..	..
					Meeting with workers of societies and persons interested in the movement at Dahanu Road.	

APPENDIX IV

Revision of formula for fixation of upset prices of coupes to be allotted to the Forest Labourers Societies.

GOVERNMENT OF BOMBAY

AGRICULTURE AND FORESTS DEPARTMENT

Resolution No. FLC. 1058/111123-E (II)

Old Secretariat, Bombay-1, 3rd December 1959.
Agrahayana 12, 1881.

Read—

Government Letter, No. 3952-II-J, dated the 25th February 1953.

Letter No. FLS-Formula-6 dated the 10th September 1958, from the Director of Cottage Industries and Additional Registrar for Industrial Co-operatives, Bombay State.

Letter No. FLS-A-5308, dated the 27th December 1958, from the Chief Conservator of Forests.

RESOLUTION.—The Planning Committee, at its meeting held on the 8th March 1958, considered the Resolution of the Khandbara Conference in regard to the revision of the existing formula for fixation of upset prices of coupes allotted to Forest Labourers' Societies and appointed a Sub-Committee to examine the problem and suggest a revised formula. The suggestions made by the Sub-Committee in this behalf were considered by the Planning Committee in its meetings held on the 3rd June 1958 and the 30th June 1958 and the said Committee has recommended a revised formula.

2. This question was also engaging the attention of Government for some time past and Government considers that most of the difficulties which are now being experienced both by the Departments concerned and the Forest Labourers' Co-operative Societies can be eliminated if a simple formula could be prescribed for allocation of the net realisation of forest exploitation between the Forest Department and the Co-operative Societies, instead of the existing formula sanctioned in Government Letter, No. 3952-II-J, dated the 25th February, 1953. Government has taken the following decisions in this matter :—

(i) The Conservators of Forests of the respective circles will allot coupes to the different Forest Labourers' Societies in their circles according to their respective area of operation according to instructions of Government from time to time ;

(ii) Immediately after allotment the societies will enter into an agreement with the Forest Department accepting the conditions for the working. The amount to be entered into an agreement as prices of the coupes allotted will be a provisional amount. The provisionally estimated price will be fixed by the Conservator on

the basis of the price realised for the last year's coupe allotted to the Society in the same Felling Series. If no coupe is allotted to that Society in the previous year and in the case of new Societies, the provisionally estimated price will be fixed on the basis of the price realised for a coupe sold in the previous year from the same or adjacent Felling Series. It will not be necessary for the Conservator to consult the Society for fixation of the provisionally estimated price ;

(iii) The Forest Labourers' Societies will not furnish any sureties either for the amount of price as shown in the agreement or for the 10 per cent. deposit as hitherto. However, by 1st April each year the Assistant Director should send reports to the Conservator of Forests concerned clearly indicating which societies should not be granted coupes. These reports should be based on the financial position of the societies to safeguard Government's interest ;

(iv) The net realisation of such exploitation shall be determined by deducting the actual expenditure incurred on items admissible as indicated in the schedule* attached to this Government Resolution from the total amount realised by sale of the material from the coupes.

Government considers that 10 per cent. of such net realisation would be a fair return to the well established Forest Labourers Societies. However, as such Societies would have to incur considerable development expenditure for the benefit of Forest Labourers for some years after their establishment, Government is pleased to grant the Societies a higher percentage of the net realisations as indicated below.—

	Forest Labourers' Societies	Forest Department
Up to 3 years old registered Societies.	25 per cent.	75 per cent.
More than 3 years up to 6 years old registered Societies	20 per cent.	80 per cent.
More than 6 years up to 9 years old Societies	15 per cent.	85 per cent.
More than 9 years old registered Societies	10 per cent.	90 per cent.

Note.—(1) The age of the Society for this purpose will be counted from the actual date of registration of the Society to 1st October of the year in which coupe is allotted.

(2) For the purpose of counting the net realisation, the total amount realised as on the 30th June of the year and the expenditure on admissible items up to that date shall be taken into consideration.

(v) The coupes allotted to Forest Labourers' Societies shall be exploited by them in the most efficient manner possible under the supervision of the Forest Department and at minimum cost of operation.

(vi) With a view to have the exploited material recorded properly, the Forest Department should lend the services of a suitable officer of the rank of first grade guard or a forester or a Ranger as the case may be to the Societies during the period of coupe-working. This officer will act as coupe agent of the society and his duties

*Printed as an accompaniment to this Government Resolution.

will be to keep proper records of the materials exploited in the coupes and to issue passes for the material.

(vii) He will be a Government Servant doing the work of the society and his pay will be initially paid by Government and will be recovered from the society subsequently. He will do the work assigned to him in clause (vi) and such other additional work as may be assigned by the Society with the specified permission of the Divisional Forest Officer—subject to the general supervision and overall control of the Forest Department.

(viii) The material brought to the sale depots will be arranged in lots and the upset price of each lot will be fixed jointly by a responsible representative of the society and the local Range Forest Officer at least a week in advance of the date advertised for sale. In case of difference of opinion with regard to fixation of upset price of material to be sold the decision of the Divisional Forest Officer and/or Conservator of Forests shall be final. The sale will be held in the presence of the local Divisional Forest Officer or his nominee. Highest bids received in the sales if higher than the upset price as fixed above should be accepted. In exceptional cases highest bid above should be accepted. In exceptional cases highest bid above the upset price should be rejected only if the Divisional Forest Officer or his nominee as the case may be and the representative of the society both agree.

(ix) Seventy per cent. of the realisations from the sale proceeds should immediately be credited in the Treasury as deposit with the Forest Department and the balance of 30 per cent. may be retained by the societies for their expenses and repayment of loans to the Central Financing Agencies and/or Government dues as the case may be.

(x) The amount payable to Government under clause (iv) of this formula will be determined on the basis of the accounts as on 30th June by the Divisional Forest Officer in consultation with the representative of the societies by 31st July. The amount thus arrived at by the Divisional Forest Officer shall be adjusted from the accumulated sale proceeds deposited with Forest Department as share of the Forest Department and the balance should immediately be paid to the society without any delay. This amount will be subject to adjustments on the basis of the audited accounts of the society later.

(xi) The rates for the different items of expenditure will be fixed in each circle every year one month before the commencement of the working year by a Board consisting of the following members :—

I. The Conservator of Forests of the Circle (Chairman).

II. One representative of Forest Labourers' Societies from each Division to be nominated by the Director of Cottage Industries.

III. Two representatives of approved Forest Contractors associations or in their absence two contractors of standing to be nominated by Conservator of Forests.

IV. Divisional Forest Officers of the territorial Divisions in the Circle.

Note.—The items to be taken into account for calculating expenses are listed in the accompanying schedule.* The rates may be fixed for the Circle or the division or for particular areas as may be deemed fit.

* Printed as an accompaniment to this Government Resolution.

3. Government is further pleased to direct that this revised formula, which is being sanctioned in this Government Resolution, shall be brought into effect from this year, that is, it will be applicable in respect of the coupes allotted for being worked during the year 1959-60.

4. The Chief Conservator of Forests and the Director of Cottage Industries and Additional Registrar for Industrial Co-operatives are requested to watch the working of the new formula for one full year and submit a report to Government in case any modifications therein are considered necessary.

By order and in the name of the Governor of Bombay,

(Signed) S. V. HARSHE,
Assistant Secretary to the Government of Bombay,
Agriculture and Forests Department.

SCHEDULE

STATEMENT INDICATING THE ITEMS OF EXPENDITURE

(A) *Extraction Charges*

(1) *Clearing the area of bush-wood and bamboos, if necessary.*—(The amount provided under this item would be on an *ad-hoc* basis depending on the nature of growth in a particular coupe.)

(2) *Felling of trees and trimming of stools.*—(In view of item 1 above, trees below 9" girth would be excluded from this item). The rate should be fixed for 100 trees for different girth classes and wherever the Societies desire this rate can be converted and shown as an overall rate for 100 trees for the coupe in question.

(3) *Fashioning.*

(4) *Polishing.*

The expenditure under items (3) and (4) would be provided separately or for both according to the practice prevailing in the locality.

(5) *Wages for billeting and stacking of firewood.*—The rates should be fixed per 100 Cft., by volume or per ton by weight.

(6) *Dragging of timber.*—(Clearance of bush-wood has been omitted from this item in view of item 1). The rate for this item would be fixed per 50 Cft. and would also include collection charges of firewood in hilly areas if necessary and for this purpose the rate would be per ton by weight or per 100 Cft. by volume.

(7) *Charcoal manufacturing charges.*—The rates under this item would include from billeting to final delivery of charcoal. The rate for manufacture of charcoal should be per bag which is normally used by a society in the locality. The question of standardisation of the sizes of bags may be considered by the Forest Department.

(8) *Pay of Mukadam.*—Normally, one Mukadam per coupe, may be provided but if more than one Mukadam is required, it may be left to the discretion of the Divisional Forest Officer. The stipulation of the period for employment of Mukadam or Mukadams shall also be at the discretion of the Divisional Forest Officer.

(9) *Preparation of rabs.*

(10) *Fire tracing.*

(B) *Coupe Depot Expenses*

(11) *Erection of Mandav.*—Actual expenses limited to Rs. 50 but the material from the coupe to be used.

(12) *Pay of agent.*—(Suitable Forest Officers' pay).

(13) *Loading of timber, charcoal and firewood in the coupe if transported by trucks.*

(C) *Transport Charges*

(14) *Transport of forest material to the sale depot.*—Timber will be transported by bullock carts or by trucks preferably by bullock carts and rates per mile per Cft. of timber or per mile per bengali Maund may be provided. Charcoal will be transported in trucks and for this purpose rate auction should be held and the rate should be fixed per bag of charcoal. Rate auction should include loading. Charcoal may be allowed to be transported by bullock carts in cases where it could be done without incurring extra cost and causing considerable damage to the material. This may be done in consultation with the Divisional Forest Officers concerned. Where the Forest Labourers' Societies own trucks the minimum rates quotations received in rate auction should be given to the Forest Labourers' Societies. Firewood may be transported by carts wherever economical, otherwise it should be transported by trucks. The rate should be per mile basis by weight.

Note.—The mode of transport should be which is found most economical by the conservator.

(15) *Construction of Kutchra tracks.*—The actual expenses or the lump sum amount fixed by the Divisional Forest Officer, whichever is less, may be allowed for the construction of Kutchra tracks.

(16) *Cost of transit pass-books.*—Actual expenses.

(17) *Octroi and ferry charges.*—Actual expenses.

(D) *Station or bunder depot expenses and management charges*

(18) *Ground Rent.*—This should be limited to a reasonable rent.

(19) *Office rent.*—A reasonable office rent should be allowed.

(20) *Sales Depot expenses.*—This may include expenses for arranging the material in lots, numbering the logs, printing of sale notices, charges for advertising in newspapers if necessary and other miscellaneous items such as lighting, water, sanitation etc.

(21) *Watchmen.*—One night watchman for the night per depot. If, however, the material is in large quantity so as to call for services of more than one watchman, the local Divisional Forest Officer may allow two watchmen per depot.

(22) *Measuring of material.*—The expenditure on this item is incurred after the sale is held and may be fixed on per ton of 50 Cft., limited to the actuals.

(23) *Weighing of Material.*—Actuals.

(24) *Loading of material in trucks, wagons or country Crafts.*—Where the practice of payment of loading charges by the party selling the material is in vogue, rate auction may be held and lowest quotation accepted.

(25) *Pay of Staff.*—Staff should include a Supervisor for a group of 4 to 5 societies, a man in charge of general work of society called as Secretary-cum-Accountant for each society, a clerk in the depot and an additional clerk in the office if need be depending on the turnover and volume of work. The appointment of staff in small coupes and specially firewood, charcoal and thinning coupes should be left at the discretion of the Conservator.

(26) *Stationery.*—Printed forms, registers, etc., required to be kept by the society should be prescribed by the Forest Department in consultation with the Department of Cottage Industries and Industrial Co-operatives, for supply of these printed forms, registers, etc., rate auction should be called for. For other items of stationery, cost on an *ad-hoc* basis may be provided according to the classification of the societies, such as, new societies, established societies and old societies, etc.

(27) *Postage.*—Actuals.

(28) *Travelling expenses.*—Actuals limited or Rs. 250 per Society.

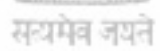
(29) *Taxes.*—Actuals. Only those taxes which are directly concerned with the coupes operation shall be allowed.

(30) *Interest on loans.*—Actuals.

(31) *Commission and Dalali.*—As fixed by the Forest Department (but actuals should be allowed).

(32) *Depreciation on dead-stock.*—The dead-stock articles should be listed and a suitable depreciation on each type of dead-stock article according to its need should be given. The depreciation charges shall be allowed on dead-stock articles directly connected with the coupe working.

(33) *Welfare activities such as water supply, medical-aid and construction of hutments to the labourers, etc.*—This should be 1 per cent. of the wages and transport charges paid. In case this amount is not spent to the full or if medicine and water required are not kept by any society in the coupe the whole amount allowed under this item should be recovered from the society.



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PART II

**Recommendations of the Special Committee for studying the working of
Forest Labourers' Co-operative Societies and decisions of
Government thereon**

Recommendation No.	Recommendation	Decisions of Government
1	2	3
1	<i>Primary Societies—</i> Sponsoring of the Primary Societies by recognised social service agencies and other bodies should be discontinued. The sponsoring should be done by the local federations of these Societies as they come into existence.	The recommendation is accepted.
2	The present composition of the managing Committees of these societies which is as follows should stand— (a) 4 to 6 elected representatives of labour members. (b) 1 to 2 representatives of social services organisations. (c) One nominee of the Financing Agency.	The Composition of Managing Committees of Forest Labourers' Co-operative Societies, prescribed in Government Resolution No. EVC 1063/4687-Y, dated 26th June 1964, which has been given below, should continue :— (i) 4 to 6 elected representatives of labour members, (ii) 1 to 2 representatives of social service organisations, (iii) 1 nominee of the Forest Department, (iv) 1 nominee of the Financing Agency.
3	The Offices of these societies should be located in their respective areas of operations.	The recommendation is accepted. The Registrar of Co-operative Societies should implement the recommendations.
4	Model bye laws common to all Societies should be prepared by the co-operative department.	The recommendation is accepted. The Agriculture and Co-operation Department should take up the question and issue necessary orders in the matter.
5	Each Society should be economically viable. The co-operative department should examine whether the existing societies are economically viable or not and suitable steps should be taken to amalgamate the non-viable societies with adjoining societies.	The recommendation is accepted. The Registrar of Co-operative Societies should take necessary action.
6	(a) The area of operation should be a viable unit. The question as to what constitutes a viable unit should be decided by the representatives of the Co-operative and Forest Department and of the society. (b) In case a dispute arises regarding the area of operation, the same should be decided by the local federation in consultation with the Co-operative and Forests Department.	The recommendation is accepted, subject to the modification that in case of dispute the question should be referred to the State Council where the divisional federations have not been formed.

Recommendation No.	Recommendation	Decisions of Government
1	2	3
7	<p>(a) The societies should be allotted coupes within their respective areas of operation.</p> <p>(b) The Societies should not have any right to relinquish the coupes once allotted to them. If a Society cannot work the coupes allotted to it, it will be for the local federation to arrange for its working. If the federation expresses its inability to work the coupe, Government should decide about its further disposal.</p> <p>(c) The societies relinquishing the coupes allotted to them should be suitably penalised.</p>	<p>The recommendation is accepted subject to the modification that where the local federations are yet to be formed and if any society in such a Division is not willing to work the coupe allotted to it, the coupe should be disposed of by the Forest Department and the Society should be penalised suitably.</p>
8	<p>(a) The present practice of allotment of coupes by the local conservator should continue.</p> <p>(b) Coupes allotment of which is under dispute should be referred to the State Council, whose decision in the matter should be final.</p>	<p>The recommendation is accepted. The Chief Conservator of Forests should take necessary action.</p>
9	<p>The existing time table for allotment of coupes should continue.</p>	<p>The recommendation is accepted.</p>
10	<p>(a) There should be a wage board for each circle as at present.</p> <p>(b) The forest contractors should have no representation on the board.</p> <p>(c) The Labour Officer should be a member of the Board.</p> <p>(d) If any difference of opinion on any matter arises between the Chairman and the majority of the members of the board the Chairman should refer the matter to the State Council.</p>	<p>The recommendation is accepted.</p>
11	<p>Whether payment should be according to daily wages or on piece work basis, should be left to the discretion of the societies concerned.</p>	<p>The recommendation is accepted. The Chief Conservator of Forests should take necessary action.</p>
12	<p>(a) The working of the societies should be on a commercial basis.</p> <p>(b) The price of coupes should be fixed on some scientific basis.</p>	<p>The Chief Conservator of Forests should submit necessary proposals.</p>

Recommendation No. 1	Recommendation 2	Decisions of Government 3
13	Technical assistance should be made available to the societies by the forest department if so required.	The recommendation is accepted. The Chief Conservator of Forests should take necessary action in the matter when he receives requests for technical assistances from Forest Labourers' Co-operative Societies.
14	<i>Federations.—</i> Federation of the Societies should come into existence as per Government orders passed on the recommendations of the Evaluation Committee.	The recommendation is accepted.
15	In addition to the functions of the federations as mentioned in Government orders, the local federations should be assigned the function of the disposal of the material extracted by the societies. The federations should act as the selling agency of the Societies.	The recommendation is accepted. The Registrar of Co-operative Societies should take requisite steps to implement the recommendation.
16	The supervision over the societies should rest with the federations.	The recommendation is accepted.
17	Consequent on the establishment of the federations, the district co-ordination Committee should cease to function.	The recommendation is accepted.
18	<i>Apex Body—</i> (a) There should be an apex body representing all the federations. (b) The constitution of the apex body and its functions should be as per the co-operative Act. (c) There should be two representatives of the Government on this body and its managing Committee as provided for by the Act. (d) The co-operative Department should further examine this question.	The recommendation is accepted. The Agriculture and Co-operation Department should take requisite steps to implement the recommendation.
19	<i>State Council for Forest Labourers Co-operatives.—</i> (a) The State Council as constituted should continue as at present. (b) Its jurisdiction should be the whole of the Maharashtra State.	The recommendation is accepted.

Recommendation No. 1	Recommendation 2	Decisions of Government 3
20	For long term policy of working coupes on percentage basis a committee consisting of the Deputy Minister for Forests as Chairman and the Director, Bureau of Economics and Statistics a person connected with this work and representatives of the Forests and Co-operative Department should be appointed. This Committee should collect necessary data and make recommendations.	The recommendation is accepted.
21	<p><i>Interim arrangement—</i></p> <p>As an interim measure the present formula should be retained with the following modifications :—</p> <p>(i) The societies should be allowed the overall expenditure on the 32 items as a whole and not on individual items as at present.</p> <p>(ii) To decide disputable item like the construction of roads etc. a district level committee consisting of the local Conservator and local Deputy Registrar of Co-operative Societies and a representative of the local federation should be appointed. In case of any difference of opinion between the members of the Committee, the matter should be referred to the State Council whose decision should be final.</p> <p>(iii) The societies should not be required to undertake work for preparing rab. This matter should be left to the Forests Department.</p> <p>(iv) The upset price of the material to be sold in auction should be fixed in advance by the Divisional Forest Officer and a representative of the local Federation.</p> <p>(v) A difference up to 2 per cent in the measurements of timber at the coupe depot and sale depot should be allowed provided the quality and the number of logs is the same as per coupe measurements and the material is in the same condition.</p>	<p>The recommendation is accepted.</p> <p>The recommendation is accepted subject to the modification that where the local federation is yet to be formed a representative of the local district Co-ordination Committee should be appointed on proposed Committee.</p> <p>The recommendation is accepted.</p> <p>The recommendation is accepted subject to the modification that where the local federations are yet to be formed the upset price of the material to be sold in auction should be fixed in advance jointly by the Divisional Forest Officer and a representative of the Society.</p> <p>No action is necessary as measurements at the sale depot are already being treated as final and not only 2 per cent but even larger difference is allowed provided the difference is not due to mis-management.</p>

Recommendation. No. 1	Recommendation 2	Decisions of Government. 3															
(vi)	To ascertain the driage in firewood, experiments should be conducted at various centres taking into consideration important factors like species, season, humidity, period elapsed from felling till final disposal etc.	The recommendation is accepted. The Chief Conservator of Forests should take necessary action and approach Government with necessary proposals, if any, financial implications are involved. He should also submit to Government the results of experiments when obtained.															
(vii)	Except for retail sale, firewood should be sold on volume basis and not on weight basis.	The recommendation is accepted.															
(viii)	The Forest Department should lend to the Societies the services of its foresters or guards to work as coupe agents. The duties of these coupe agents should be fixed by the societies concerned. The deputation allowance of this staff should be charged by the forest departments as per rules and the expenditure on this account should be borne by the Society.	The recommendation is accepted subject to the modification that the society should obtain concurrence of the Divisional Forest Officer before assigning to the foresters, lent to the societies, the duties other than those mentioned in the revised formula.															
(ix)	The pay scale of the staff of the societies as recommended by the State Council should be accepted.	The recommendation is accepted.															
(x)	The choice whether coupes should be worked on the formula basis or the logging basis should be of the societies.	The existing practice in this behalf should continue.															
(xi)	The shares of the Government and the Societies in net realisation should be as follows :—	The recommendation is accepted for one year only as an experimental measure.															
	<table> <tr> <th></th><th>Forest Labourers Co-operative Societies.</th><th>Forest Department.</th></tr> <tr> <th></th><th>Per cent.</th><th>Per cent.</th></tr> <tr> <td>(i) upto 3 years old registered societies.</td><td>25</td><td>75</td></tr> <tr> <td>(ii) between 3 years and 6 years old registered societies.</td><td>20</td><td>80</td></tr> <tr> <td>(iii) over 6 years old registered societies.</td><td>15</td><td>85</td></tr> </table>		Forest Labourers Co-operative Societies.	Forest Department.		Per cent.	Per cent.	(i) upto 3 years old registered societies.	25	75	(ii) between 3 years and 6 years old registered societies.	20	80	(iii) over 6 years old registered societies.	15	85	
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Recommendation. No. 1	Recommendation 2	Decisions of Government 3
	<p>(xii) Societies working coupes on logging basis should be allowed 20 per cent. of their admitted operational costs as profit instead of the present 10 per cent.</p> <p>(xiii) The present audit fees should be reduced.</p> <p>(xiv) The above recommendations should come into operation from the year 1964-65.</p>	<p>The recommendation is accepted as a provisional basis for one year only.</p> <p>The recommendation is under consideration of Government.</p> <p>The recommendation is accepted.</p>
22 <i>Sales Tax—</i>	<p>(a) Where sales tax has been charged to the societies doubly i.e. by the Forest Department and the Sales Tax Department, the orders of recovery of the tax by the Forest Department should be withdrawn if the tax is not already recovered,</p> <p>(b) In case the tax is recovered by the Forest Department but not credited by it to the Sales Tax Department the amount of tax so recovered should be refunded to the societies concerned.</p> <p>(c) If the amount of the sales tax is already recovered by the Forest Department and credited to the Sales Tax Department, the same should be got back by the Forest Department and paid back to the societies concerned</p>	<p>The recommendation is under consideration of Government.</p>
23 <i>Delay in settlement of accounts—</i>	<p>The State Council should consider the question of the delay in the settlement of accounts and devise measures to minimise the same.</p>	<p>The recommendation is accepted. The Agriculture and Co-operation Department should issue necessary orders.</p>
24 <i>Industrialisation—</i>	<p>(a) The report of the Industries Sub-Committee which was appointed by the ex-planning committee for Forest Labourers' Co-operative Societies should be examined by the Government.</p>	<p>The recommendation is accepted subject to the provision that the report of the Industries Sub-Committee of the State Council will be examined by the Government after the said report has been considered by the State Council.</p>

Recommendation No. 1	Recommendation 2	Decisions of Government 3
	(b) A pilot project or projects on experimental basis for carrying out works like afforestation and industrialisation by forest co-operatives should be established.	The recommendation is accepted in principle. The Chief Conservator of Forests and the Registrar of Co-operative Societies should formulate the requisite proposals with mutual consultation for implementing the recommendation and submit them to Government.
	25 <i>Protection of forest—</i>	
	The societies should take up the responsibility of protecting the forest under their areas of operation. For that purpose some powers should be given to the employees of the societies.	The recommendation is accepted in principle. The Registrar of Co-operative Societies should formulate the requisite proposals in consultation with the Forest Department and submit the same to Government.
	26 <i>Agreement—</i>	
	The coupe contract ^{or} agreement to be executed by the societies with the Forest Department should be suitably modified and drawn up in Marathi.	The recommendation is accepted. The Chief Conservator of Forests should submit requisite proposals to Government.

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Minute of dissent appended to the report of the Special Committee for studying the working of Forest Labourers' Co-operative Societies by Shri D. N. Wandrekar.

Proposal in Brief

Action taken

PART A

Allotment of coupes to societies should not be done by the local Conservator but it should be entrusted to Apex body of the federation. The coupes to be allotted to societies in a year should be handed over to the Apex body which should stand Guarantee for the total revenue to be determined under the percentage basis. This body should make the allotment to individual societies in consultation with the local federation.

Government has considered the proposal carefully and has decided that the same should not be accepted.

PART B

The Special Committee has already accepted that coupes should be allotted to societies on percentage basis and hence the Committee proposed to be appointed to work out the percentage formula is not competent to examine whether the percentage basis formula for allotment of coupes to societies is a proper solution. The proposed committee should only collect the necessary data and information and suggest the proper percentage.

At present no action is necessary. The proposed committee for working out the percentage formula will collect the necessary data and suggest the proper percentage. The committee will also suggest the details as to how the percentage formula should be worked. Government will pass orders after the committee's recommendations are made to Government.